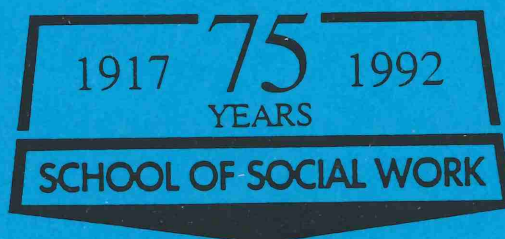


Children of the State

Children in the Child Welfare System

MINNESOTA

by Esther Wattenberg
and Donald W. Cassidy



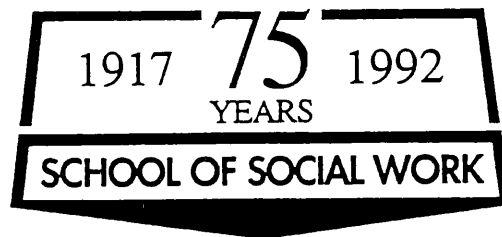
April 1992

Children of the State

Children in the Child Welfare System Minnesota

Executive Summary

by Esther Wattenberg
and Donald W. Cassidy



April 1992

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Selected Findings from the Report:
Children of the State:
Children in Minnesota's Child Welfare System

Introduction ...

Children who come to the attention of the child welfare system reflect the inability and incapacity of families to care for their children in a safe, nurturing environment. Reports of neglect and maltreatment have soared from 1986 to 1990, an increase of 53 percent. Over 15,000 children were in out-of-home care for some period of time in 1990, at a cost of over 100 million dollars.

National figures also reflect persistent growth in child welfare caseloads since 1988. The surge of caseloads with unprecedented numbers is particularly associated with large, urban centers.

The child welfare system is in crisis, overwhelmed by reported incidents of maltreatment, understaffed, and struggling to meet the needs of families and children with dwindling resources. The deepening recession of 1988 has driven a widening sector of families into intractable poverty; drug abuse among child-bearing women has spread perniciously; and inner city neighborhoods have become zones of danger. Minnesota has not escaped the consequences of these malevolent factors.

Child welfare, a complicated system of federal, state, and county programs and funding streams, has embraced the concept of family preservation, and this suggests that the state will help families to sustain a safe and nurturing environment for children. This policy is formulated in landmark federal legislation: The Adoption and Child Welfare Assistance Act of 1980 (P.L. 96-272). Four principles guide policy: "reasonable efforts" must be made to preserve families in their role to care for their children; if children must be placed, then the state must be committed to reunification of children with the birth families; if these steps fail, then the state, in its role as guardian, must accept the responsibility for a permanent and stable placement for children through adoption or other permanent arrangements. The goal is to provide, for every child, a family attachment.

The "family preservation" policy is not without its critics. An impatient and concerned public and some policy-makers make a case for "child saving," an early separation to ensure, with certainty, the safety of children.

The context of the debate is overshadowed by the increasing regulatory powers of federal and state governments. Judicial systems have also emerged in prominent ways to define the legal authority of the state in pursuing "the best interests of the child." In the last few years, advocates for the welfare of children have instigated legal challenges to force the state to prove that "reasonable efforts" have been made to assist a family before a child is removed.

These civil rights suits brought on behalf of children in the child welfare system were successful in several states, resulting in more caseworkers to respond more quickly to reports and to reduce caseloads. However, in March, 1992, the Supreme Court, in a seven to two vote, barred the use of civil rights suits to enforce the U.S. Child Welfare law (P.L. 96-272). This is considered an important ruling in the continuing struggle on the obligations of the state to children (New York Times, March 16, 1992).

The plethora of regulations and judicial decisions has forced the system into complex monitoring and accountability roles resulting in a "blizzard of paper" that has enmeshed front-line workers.

This is the contextual background for examining the children in Minnesota's child welfare system who, in one way or another, are truly children of the state.

Perhaps we should keep one thing in mind when we look at the data: children cannot thrive in a malevolent environment. Then, how does the state discharge its responsibility to help children escape adversity?

Neglect ...

- Contrary to common perceptions, neglect and abandonment, not physical abuse, are the major problems that bring children to the attention of county social services. Of more than nine thousand children with substantiated cases of maltreatment in 1990, 45 percent were victims of neglect and abandonment. While physical, sexual, and emotional abuse are still significant factors in the pathways to child welfare (35 percent, 14 percent, and 10 percent, respectively, the total reflecting a slight overlap in categories reported), it should still be emphasized that the major factor that brings children to the attention of county social services is neglect and abandonment.
- Substantiated cases of "neglect," typically, have combined elements of poverty, family turmoil, chemical dependency, and sometimes mental illness.
- A major factor contributing to neglect is the use of drugs or alcohol by one or both parents. In new cases, identified as neglect, 40 percent noted chemical abuse of one or both parents.
- Despite the high correlation between chemical dependency and neglect, there is a drop in the number of treatment places available for mothers with minor children.
- More than 60 percent of neglect reports, in the last three years, have not been substantiated. While a detailed study of unsubstantiated cases is not available, there is a general understanding that "standards" of assessing neglect are in flux. Acceptable conditions of home environments for children have been tempered by a recognition of differences attributed to cultural diversity.

In and out of home care ...

- Over 15,000 children were in out-of-home care for some period of time in 1990, at a cost of 100 million dollars.
- A dynamic flow of children in and out of care is revealed in the following: in 1990, 6,405 children were already in care at the beginning of the calendar year; 8,920 entered care and 8,457 left care.
- Children are no longer languishing in care. Since 1980, there has been a concerted effort to keep children out of placement, and when this is not possible, to reunify children with parents as soon as possible. In 1990, 68 percent of children, after one year or less, were either reunited with birth families or placed with a relative. Eighty-three percent were reunited with families or relatives after two years or less. These percentages are well above the nation-wide figures, which report 40 percent of children returned home after one year or less and 76 percent returned after two years.
- 1988-89 was a period when a significant number of groups of siblings entered care as a result of crack-house raids.

Minority heritage children ...

- Beginning in 1989, in Minnesota and nation-wide, the upsurge of minority children in the child welfare system is generally attributed to the deepening effects of the recession on poor families and the widespread availability of crack/cocaine. To some extent, the increased numbers also represent a more accurate count of racial identification.
- While children of minority heritage are 9.8 percent of total child population, 33 percent of children in out-of-home care are children of color.
- Minority children are particularly over-reported in foster home placements. In 1989, when compared to their proportion in the population, minority children were over-represented by a 7 to 1 ratio.
- The rate of increase for African-American children in foster home care is substantial, rising from 26 percent between 1987 and 1988 to 50 percent between 1988 and 1989.
- Although African-American children under 18 are 3.18 percent of the general population (1990 census data), these children were 16 percent of the child welfare population in out-of-home care.
- Although American Indian children under 18 are 1.75 percent of the general population (1990 census data), these children were 12 percent of children in out-of-home care.

- The percent of white and Hispanic children living apart from their families has remained somewhat stable and leveled off in recent years.

Foster home placement ...

- Foster homes are still a major placement for children who require out-of-home care. While the state has as its public policy an intense effort through its Family Preservation programs, which are now available in every county in the state, 8,000 children are in foster family homes, at any one time in a calendar year. Presently, there are 4,555 licensed foster homes throughout the state.
- Attention to the recruitment of minority homes has been intensified. Generally, the foster home system is struggling to keep up with demand in its recruitment, selection, and maintenance of this crucial part of the child welfare system.
- Nationwide, the caseloads of supervision of children in foster home care have been soaring.

Reunification ...

- One of the chief barriers to reunifying children with their parents after separation is the lack of affordable, clean, safe housing.
- Little information is available on how children thrive, once they are returned home. Nation-wide, some studies suggest that children do not do well in either educational achievement or in general well-being. These studies suggest that there is premature discontinuance of services to reunified families. For example, a support system, respite care, and basic income, which are generally available to foster parents, is often lacking to birth parents whose children are returned.

Long-term care ...

- Ten percent of children, 1,663, have remained in care for three years or more; a portion of these children are in stable and continuous arrangements.
- Of children in long-term care with no feasible plans for adoption, there are a portion who are multi-handicapped; older children suffering from severe emotional problems and the trauma of multiple placements related to disruptive behaviors; and older children who entered and do not want the adoption option, preferring to keep open the possibility of some relationship to their birth parents.
- Of all American Indian children in care, almost 13 percent remain in care for three years or more.
- Of all African American children in care, eight percent remain in long-term care three years or more, a declining number since 1989.

- 12 percent of children leave care in dubious circumstances. The tracking system for children placed in other counties is imperfect. The number of "runaways" is not completely recorded. A disproportionate number of children of minority heritage are in this category.
- The largest portion of children entering care in 1990 were adolescents, ages 13-17. On average, almost 47 percent of all children entering care were teenagers. The disproportionate number of adolescents in out-of-home care is underlined with their decline, demographically, in the general population. State-wide, the share of adolescents in the population has dropped by 26 percent (Census data, 1990) and 23 percent in the metropolitan area.
- White adolescents were reunified with birth families more often than their counterparts with minority heritage. Reunification rates for American Indian children with birth parents were particularly low.
- Adolescents are less likely than any other age group to be placed with relatives.
- The number of homeless children is undercounted, since there is no record of those who are doubling up with friends, relatives, changing their shelter from night to night. On a one night count of 81 homeless youth in the Twin Cities area, 69 percent had a placement history in corrections or foster homes.
- The number of teenagers who have been diverted from the juvenile justice system by placement in child welfare is not available, at this time. Eighty-two children in 1990 were discharged from the child welfare system to corrections.

Adoptions ...

- Intensive efforts to finalize adoptions have been reinforced with the availability of subsidies, chiefly used for medical assistance; but the increasing number of older children available for adoption is reflected in the lower rates. In 1990, 185 children were in finalized adoption (301 in 1987).
- Fears of adoption disruption are unfounded. Only 59 adoptions have been disrupted out of a cumulative total of over 1,400 since 1985.

Acknowledgments

The data was gathered with the support and encouragement of the State Department of Human Services. We particularly appreciate the following for their cooperation and unflagging attention to our requests: David Berry, Sandy Ruben, Robert DeNardo, Carol Dethmers, Ruth Weidell, Rose Robinson, and Lila George.

Among others associated with child welfare concerns, we appreciate the help of Thomas Gray, Patrick Leary, Eric Stumne, William Neiman, Carol Ogren, David Wagner, and Deborah McKnight. In addition, the following persons, in direct services to children in child welfare, provided assistance: Audrey Saxton, Ricardo Solomon, Christa Anders, Lynda Bennett, and Adora Sage.

We also express a note of appreciation to the following for sharing their insights and providing background information on trends: Rob Sawyer and Linda Grohowski, State Department of Human Services; Michael Weber and Ray Ahrens, Hennepin County, Community Services; and David Thompson, Ramsey County, Community Services.

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The profiles have been derived from social workers in the field. Changes have been made only for purposes of guarding anonymity.

The report was substantially supported by the Alumni Fund of the School of Social Work; the Center for Urban and Regional Affairs, and the All-University Community Consortium on Children, Youth, and Families.

The interpretation of the data is solely the responsibility of the authors and does not reflect official positions.

Children of the State

Children in the Child Welfare System

MINNESOTA

by

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and

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"Mounting child poverty and rapid increases in child abuse reports are major contributors to the dramatic increase in placement of children outside their families. It is also impossible to ignore the devastating impact that drug and alcohol abuse are having on families, propelling children into out-of-home care at an escalating rate."

No Place to Call Home: Discarded Children in America,
Select Committee on Children, Youth, and Families, U.S.
House of Representatives, January 12, 1990, p. 2.

Support for this report was provided by the University of Minnesota's School of Social Work, Center for Urban and Regional Affairs, and All University Consortium on Children, Youth, and Families.

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Children of the State: Public Policy of Minnesota

The child welfare system* is guided by federal legislation: the Adoption and Child Welfare Assistance Act of 1980 (P.L. 96-272), sometimes known as the "family preservation" or "permanency planning" law. The importance of keeping families together is an underlying principle of P.L. 96-272. The purposes of the law are five-fold:

- "Reasonable efforts" must be made to prevent the unnecessary removal of children from their own homes.
- If removing children is unavoidable, "reunification efforts" must be initiated to minimize the length of time children spend in substitute care.
- The return of children to their own homes must be accomplished as quickly as possible.
- Continuing efforts to help strengthen families must be maintained.
- If "reunification" is not possible, then permanent living arrangements (e.g., adoption) must be arranged.

The public policy of Minnesota is guided by the Family Preservation Act.** It assures that all children, regardless of minority, racial, or ethnic heritage, live in families that offer a safe, permanent relationship with nurturing parents or caretakers.

To help assure children the opportunity to establish lifetime relationships, public social services must be directed toward:

1. preventing the unnecessary separation of children from their families by identifying family problems, assisting families in resolving their problems, and preventing breakup of the family if it is desirable and possible;
2. restoring to their families children who have been removed, by continuing to provide services to the reunited child and the families; and
3. placing children in suitable adoptive homes, in cases where restoration to the biological family is not possible or appropriate, and where the child cannot be placed for adoption.

* Minnesota's child welfare system is state supervised and county (87) administered.

** Family Preservation Act, Section 10, M.S., 1990, section 256F.01.

Minnesota Family Preservation Act*

The Family Preservation Act provides over \$6 million to county social service agencies to purchase or provide an array of identified family-based services. Many Minnesota county social service agencies supplement state and federal revenue with local funds in an effort to provide placement prevention and early reunification services to children and families.

The family-based services share the following program characteristics:

1. Services are family centered and are provided in the family home or community.
2. Services are intensive and available during non-traditional work hours.
3. Services strive to empower the family by building on strengths.
4. Services are time limited.
5. Services are focused at reducing risk of harm to children who reside at home.
6. Services are provided in a culturally competent way.
7. Services are intended to improve family functioning.

The Indian Family Preservation Act

The federal Indian Child Welfare Act was enacted in 1978. The implementation of this legislation in Minnesota lagged, but in 1980, Minnesota had, in an uneven way, forged some linkages between Indian child welfare and the mainstream child welfare system. Issues of funding American Indian social workers, availability of services, and the training of tribal judges remained items of contention. In 1985, Minnesota enacted the Indian Family Preservation Act, which reinforced and expanded placement standards and tribal identification for American Indian children.

Presently, twenty programs** have been funded under the Family Preservation Act auspices. Grantees are both tribal groups on reservations and urban Indian organizations. The intent of these programs is to provide services affecting families and children: to stabilize families, reunify (if separation has occurred), and maintain Indian children within kinship networks in a manner that is culturally appropriate. As of the end of 1990, 2,210 *unduplicated* Indian families were served.

* Minnesota Family Preservation Act, supra.

** Report prepared for the Indian Child Welfare Advisory Council. mimeo, undated.

Legislative Highlights

- 1975 **Mandatory Reporting**, Chapter 221, Minnesota Laws of 1975. This law has been amended at every legislative session since 1975, except for years 1976 and 1992. The law deals with privacy of records; access to records; the persons who shall be mandated to report and how these reports shall be handled. Language is also specified: social workers "assess," and police persons "investigate."
- 1978 **Indian Child Welfare Act** (25 U.S.C.). Requires every county to make "active efforts" to both prevent out-of-home placements and to reunite families once placement occurs.
- 1980 **Adoption Assistance and Child Welfare Act**, P.L. 96-272. Establishes federal guidelines for permanency planning for the child welfare system.
- 1983 **Minority Racial and Ethnic Heritage Protection Act** (Chapter 278, Minnesota Session Laws for 1983). Requires child-placing agencies to give due consideration to a child's race or ethnic heritage when making foster and adoptive care placements.
- 1985 **Indian Preservation Act** (M.S. 257.35). Expanded the tribal identification and placement standards for American Indians required by the Federal Indian Child Welfare Act of 1978.
- 1986 **Permanency Planning Grants to Counties Act** (Minnesota Statutes, Section 256F.01 to 256F.07). Funds to develop or expand prevention and family reunification services.
- 1988 **The Minority Family Preservation Act** (Chapter 689, Minnesota Session Laws, 1988, Article 2, Section 208-218). Mandates the development of a state minority recruitment plan to enhance compliance and recruitment efforts for children of minority heritage.
- 1991 **Family Preservation Act** (Minnesota Statutes 256F). Establishes state policy and identifies goals which direct services to strengthen families.
- 1992 **The Minority Family Preservation Act**, amended in the 1992 legislative session, is involved in litigation pending before the Supreme Court of Minnesota. A court of appeals ruled that "minority" should be struck from the law, observing that all children should have heritage and ethnicity as a consideration in placement and adoption.

The Child Welfare System: Definitions

Child Protective Services: Receives reports of suspected cases of child abuse and neglect; investigates these reports; identifies children who must be protected and families who need to be strengthened; and provides a variety of prevention, protective, and treatment services. Identifies children who are in need of out-of-home placements.

Neglect: "means failure by a person responsible for a child's care to supply a child with necessary food, clothing, shelter or medical care, when reasonably able to do so, or actions which imminently and seriously endanger the child's physical or mental health when reasonably able to do so. Nothing in this section shall be construed to mean that a child is neglected solely because the child's parent, guardian, or other person responsible for the child's care in good faith selects and depends upon spiritual means or prayer for treatment or care of disease or remedial care of the child in lieu of medical care; except that there is a duty to report if a lack of medical care may cause imminent and serious danger to the child's health...neglect includes prenatal exposure to a controlled substance...used by the mother for a nonmedical purpose, as evidenced by withdrawal symptoms in the child at birth, results of a toxicology test performed on the mother at delivery, or the child at birth, or medical effects or developmental delays during the child's first year of life..."*

Physical Abuse: "means any physical or mental injury, or threatened injury, inflicted by a person responsible for the child's care on a child other than by accidental means, or any physical or mental injury that cannot reasonably be explained by the child's history of injuries, or any aversive and deprivation procedures that have not been authorized..."**

Sexual Abuse: "means the subjection of a child by a person responsible for the child's care, or by a person in a position of authority...to any act which constitutes a violation of statutes defining criminal sexual conduct, prostitution, or using minors in sexual performance..."**

* Minnesota Statute Section 626.556, subd. 2(c).

** Minnesota Statute Section 626.556, subd. 2(d).

*** Minnesota Statute Section 626.556 subd. 2(a); 609.342; 609.343; 609.344; 609.345; 609.321; 609.617.246.

Emotional Abuse: "means mental injury" or "emotional maltreatment."

Mental injury "means an injury to the psychological capacity or emotional stability of a child as evidenced by an observable or substantial impairment in the child's ability to function within a normal range of performance and behavior with due regard to the child's culture.*

Emotional maltreatment "means the consistent, deliberate infliction of mental harm on a child by a person responsible for the child's physical, mental, or emotional development. 'Emotional maltreatment' does not include reasonable training or discipline administered by the person responsible for the child's care or the reasonable exercise of authority by that person."**

* Minnesota Statute Section 626.556 subd. 2(k)

** Minnesota Statute Section 260.015 subd. 5a.

Presenting Problems which Result in Child Out-of-Home Placement*

The major presenting problem in cases which involved removing a child from the home is neglect and abandonment for both new and extended placement cases. The table below summarizes the major presenting problems for new and extended placement cases.

New Cases Involving Placement

Neglect and abandonment
Parent(s) chemical dependency
Lack of parenting/supervision
Child surrendered for adoption
Child's emotional/behavior problem
Physical abuse
Delinquency
Family conflict

Extended Placement Cases

Neglect and abandonment
Child mental retardation
Parent(s) chemical dependency
Sexual abuse
Lack of parenting/supervision
Parent(s) can't cope
Parent(s)' mental illness
Parent(s) deceased

...children abandoned

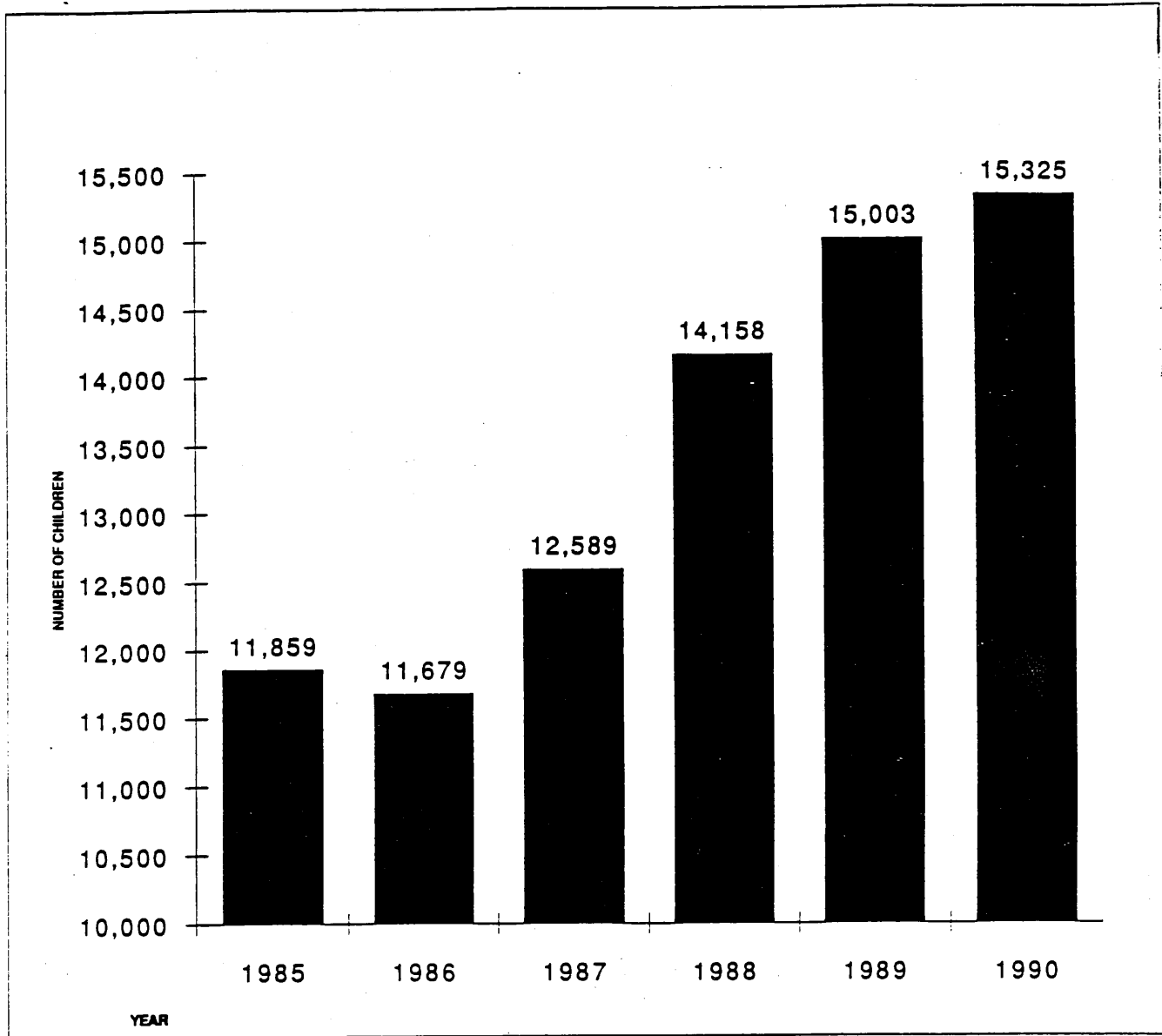
A neighbor reported that she had been caring for her friend's three children for a few hours that turned into five days, and she could no longer care for the children. A search for the mother and relatives began. J. T., the mother, was discovered to be cocaine/crack addicted, ill, and exhausted from her constant search for drugs. J. T., an intelligent, high school graduate, was court-ordered into a drug treatment program. She has completed the drug treatment program and is now receiving social services from a family preservation project. She visits the children, and a plan for reunification is in process. Until safe and affordable shelter in a neighborhood free of drugs can be located, reunification will be delayed.

* "Permanency Planning in Minnesota," Executive Summary, March 1989, Minnesota Department of Human Services, p. 6.

**Table 1. Children in Out-of-Home Care:
An Unduplicated Number of Children in Substitute
and Adoptive Care from 1985-1990**

- A dynamic flow of children in and out-of-home care is revealed in the following: in 1990, 6,405 children were already in care at the beginning of the calendar year, 8,920 entered care, and 8,457 left care.
- Over 15,000 children were in out-of-home care for some period of time in 1990.
- Almost 26 percent of children separated from birth families were age 16 and older.
- Beginning in 1989, neglect was the major problem of new cases, and 40 percent of these were associated with chemical dependency.
- 306 children "aged out" of the system; completing their 18th birthday.
- Cost in public funds for out-of-home care—\$100 million.
- 1988-89 was a period when a significant number of siblings entered care as a result of crack-house raids.
- In 1989, 8 percent of women admitted to chemical dependency treatment had minor children (2,954 mothers).
- 9 percent of admissions to chemical dependency treatment were children under the age of 17.

**Table 1. Children in Out-of-Home Care:
An Unduplicated Number of Children in Substitute
and Adoptive Care from 1985-1990**



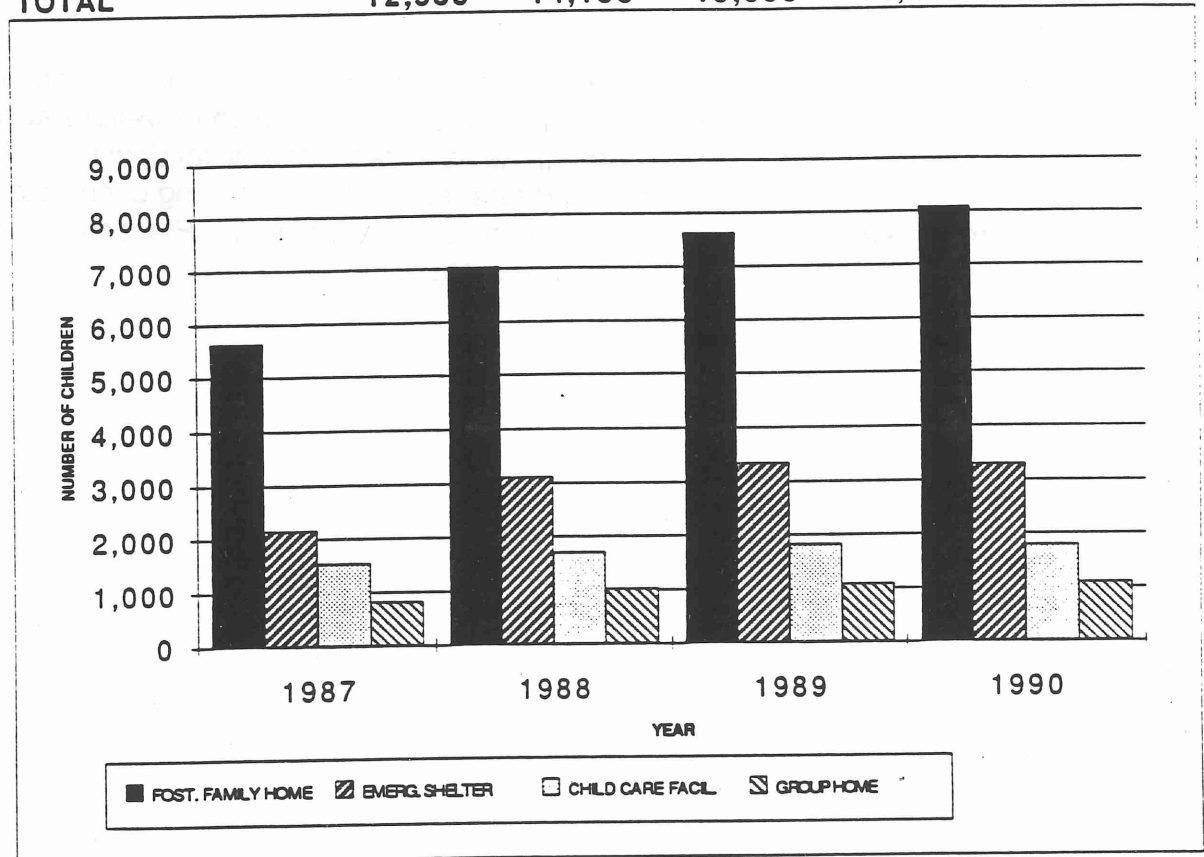
Source: *Substitute and Adoptive Care Report*. Summary for Minority Council Meeting, prepared by Minnesota Department of Human Services, February 7, 1992.

Table 2. Unduplicated Total Children by Living Arrangement, 1987-1990

- At any one time, more than 8,000 children are in foster family homes.
- In 1989, there were 4,009 licensed homes, of which 442 were minority homes.
- When children are removed to emergency shelters, a plan must be developed within thirty days.
- Care in emergency placement is increasingly extended, in many situations, to permit a search for available and willing relatives.
- A small proportion of "emergency" foster home placements convert to a permanent and stable arrangement, if the child is thriving.
- "Child care facilities" refers to group homes, halfway houses, residential treatment centers. Typically, children who are emotionally handicapped or have developmental disabilities are placed in facilities governed by rules 8 and 34. American Indian children are in equivalent tribal facilities. The availability of these facilities varies widely within the 87 counties.
- The drop in chemical dependency facilities reflects budget retrenchments.
- The increase in the number of children in the process of adoption reflects the increased availability of subsidies for health care and other maintenance needs, particularly for children with disabilities.

Table 2. Unduplicated Total Children by Living Arrangement, 1987-1990

	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
FOST. FAMILY HOME	5,634	7,040	7,632	8,084
EMERG. SHELTER	2,156	3,122	3,341	3,290
CHILD CARE FACIL	1,541	1,706	1,826	1,793
GROUP HOME	819	1,024	1,088	1,103
NON-FINAL ADOPT.	282	326	310	346
INDEP. LIVING	122	171	165	144
CD TREAT. FACIL	111	164	164	93
OWN HOME	45	22	15	47
OTHER ARRANGE.	148	191	144	145
UNKNOWN	1,731	392	318	280
TOTAL	12,589	14,158	15,003	15,325



Source: *Substitute and Adoptive Care Report*. Summary for Minority Council Meeting, prepared by Minnesota Department of Human Services, February 7, 1992.

Table 3. Children Entering Care by Age at Entry, 1985-1990

- The total number of children entering care has shown a steady increase from 1985-1990 (from 5,839 to 8,920), a 53 percent increase.
- There are variations by age: younger children, age 6 years and under, have shown a gradual increase, but, generally, have leveled off in recent years.
- The largest proportion of children entering care are adolescents aged 13 to 17. On average, almost 47 percent of children entering care are adolescents.
- The upsurge of adolescents coming into care is a reflection, in part, of the number of parents who initiate a request for placement because of troublesome adolescents who are "out of control" or who have been in failed, multiple placements. The responses to these requests have wide diversity amongst counties. Some counties will not place adolescents unless there is a court order to do so. Others may respond with placement options, and still others may respond with an alternative—intensive services in a family preservation project.
- A significant portion of adolescents who come into care are enmeshed in the juvenile justice system. Court-ordered placement in the child welfare system, as a diversion from juvenile corrections, is a frequent judicial decision. Adolescents committing a first offense and offenses with extenuating circumstances are most likely to be diverted into the child welfare system. Placement, here, is likely to be in group homes or treatment facilities.

Table 3. Children Entering Care by Age at Entry, 1985-1990

	<u>1985</u>	<u>%</u>	<u>1986</u>	<u>%</u>	<u>1987</u>	<u>%</u>	<u>1988</u>	<u>%</u>	<u>1989</u>	<u>%</u>	<u>1990</u>	<u>%</u>
< 1 yr.	459	8%	514	9%	597	8%	707	9%	787	9%	756	8%
1 year old	242	4%	276	5%	335	5%	396	5%	438	5%	436	5%
2 yrs. old	237	4%	251	4%	330	5%	358	4%	428	5%	426	5%
3 yrs. old	182	3%	216	4%	267	4%	346	4%	388	4%	382	4%
4 yrs. old	171	3%	211	3%	270	4%	295	4%	340	4%	340	4%
5 yrs. old	144	2%	159	3%	214	3%	291	4%	327	4%	334	4%
6 yrs. old	170	3%	157	3%	209	3%	271	3%	340	4%	294	3%
7 yrs. old	152	3%	150	2%	207	3%	240	3%	276	3%	273	3%
8 yrs. old	121	2%	139	2%	183	3%	245	3%	260	3%	257	3%
9 yrs. old	130	2%	152	3%	170	2%	248	3%	259	3%	278	3%
10 yrs. old	156	3%	135	2%	170	2%	243	3%	255	3%	270	3%
11 yrs. old	160	3%	158	3%	195	3%	214	3%	259	3%	295	3%
12 yrs. old	254	4%	245	4%	287	4%	322	4%	351	4%	388	4%
13 yrs. old	385	7%	389	6%	474	7%	566	7%	537	6%	608	7%
14 yrs. old	594	10%	529	9%	681	10%	773	9%	803	9%	819	9%
15 yrs. old	766	13%	732	12%	789	11%	961	12%	994	11%	1,061	12%
16 yrs. old	717	12%	696	12%	856	12%	929	11%	924	10%	933	10%
17 yrs. old	542	9%	532	9%	595	8%	673	8%	657	7%	578	6%
18 yrs. old	144	2%	123	2%	130	2%	142	2%	110	1%	105	1%
19 yrs. old	28	0%	21	0%	20	0%	17	0%	6	0%	13	0%
20+ Yrs.	58	1%	24	0%	34	0%	31	0%	60	1%	48	1%
Unknown	27	0%	223	4%	28	0%	27	0%	56	1%	26	0%
Tot. Enter. Care	5,839		6,031		7,041		8,295		8,855		8,920	

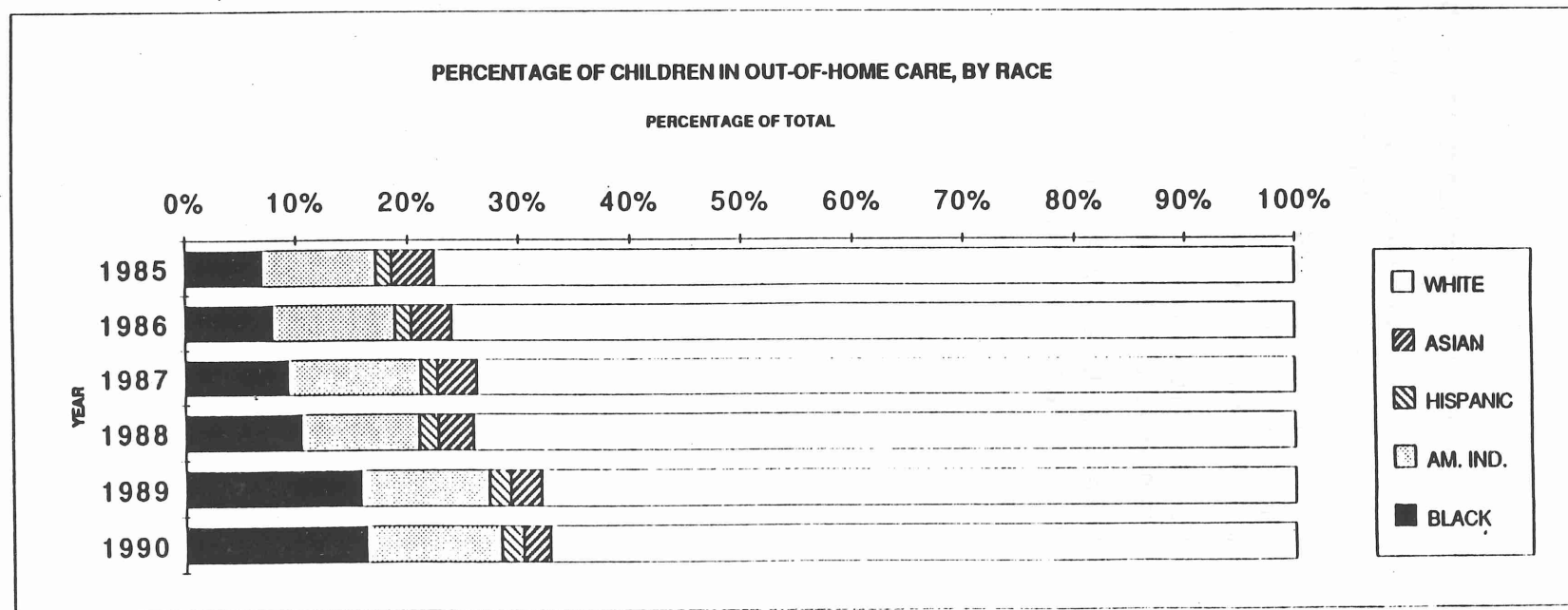
Source: *Substitute and Adoptive Care Report*. Prepared by Minnesota Department of Human Services, April 12, 1992.

**Table 4. Percentage of Children in Out-of-Home Care
by Race, 1985-1990**

- While children of minority heritage are 9.8 percent of total child population, 33 percent of children in out-of-home care are children of color.
- Minority children are particularly over-reported in foster home placements. In 1989, when compared to their proportion in the population, minority children were over-represented by a 7 to 1 ratio.
- The rate of increase for African American children in foster home care is substantial, rising from 26 percent between 1987 and 1988 to 50 percent between 1988 and 1989.
- The percent of white and Hispanic children living apart from their families has remained somewhat stable and leveled off in recent years.
- Although African American children under age 18 are 3.18 percent of the general population (1990 census data), these children were 16 percent of the child welfare population in out-of-home care.
- Although American Indian children under 18 are 1.75 percent of the general population (1990 census data), these children were 12 percent of children in out-of-home care.
- Beginning in 1989, in Minnesota and nation-wide, the upsurge of minority children in the child welfare system is generally attributed to the widespread availability of crack/cocaine and the deepening effects of the recession on poor families. To some extent, the increased numbers also represent a more accurate count of racial identification.
- Asian children in care are largely adolescents who are identified as refugees, with the status of "unaccompanied minor." These adolescents, generally, have stable and continuous placements in foster homes.

Table 4. Percentage of Children in Out-of-Home Care by Race, 1985-1990

	1985	%	1986	%	1987	%	1988	%	1989	%	1990	%
BLACK	766	6%	871	7%	1,085	9%	1,313	9%	2,331	16%	2,464	16%
AM. IND.	1,124	9%	1,208	10%	1,390	11%	1,324	9%	1,699	11%	1,829	12%
HISPANIC	152	1%	160	1%	177	1%	216	2%	290	2%	307	2%
ASIAN	424	4%	400	3%	416	3%	398	3%	408	3%	363	2%
WHITE	8,523	72%	8,364	72%	8,628	69%	9,300	66%	10,070	67%	10,196	67%
OTHER	103	1%	70	1%	46	0%	175	1%	43	0%	30	0%
UNKNOWN	767	6%	606	5%	847	7%	1,432	10%	162	1%	136	1%
TOTAL	11,859		11,679		12,589		14,158		15,003		15,325	



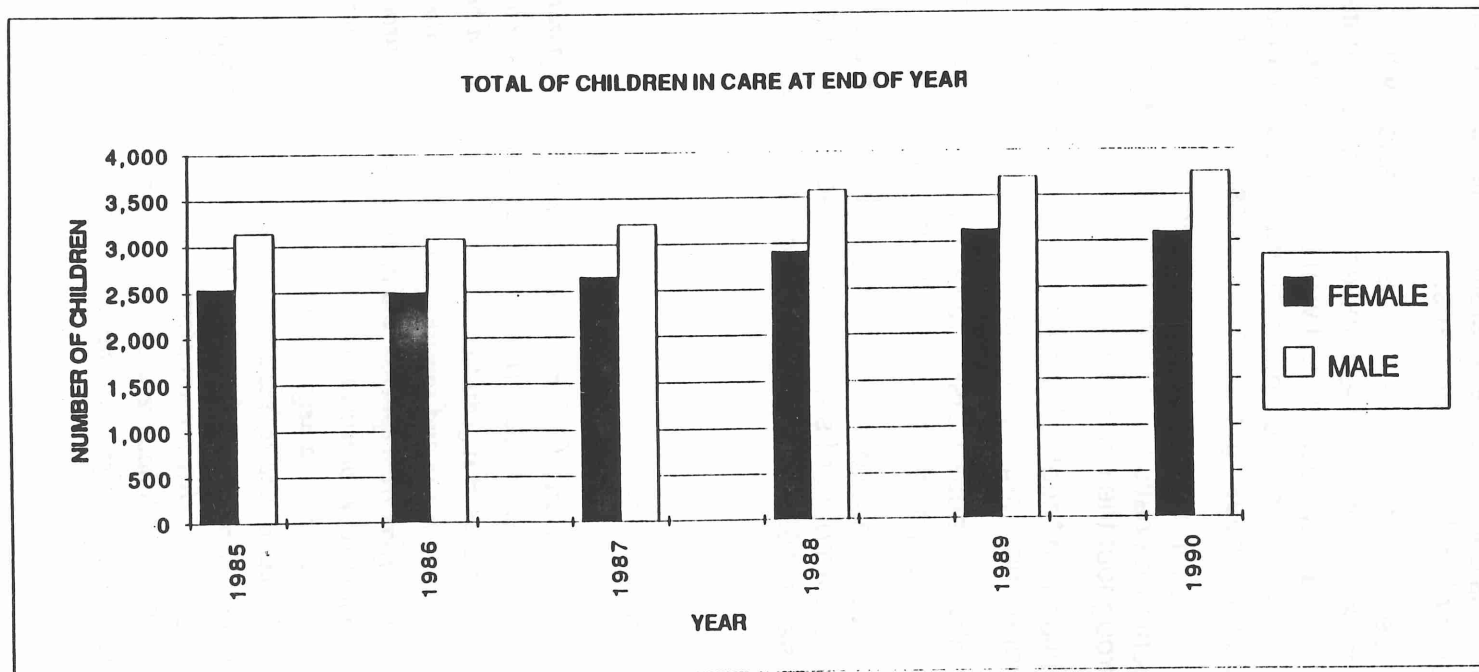
Source: *Substitute and Adoptive Care Report*. Summary for Minority Council Meeting, prepared by Minnesota Department of Human Services, February 7, 1992.

**Table 5. Total in Care at End of Year, by Sex of Child,
1985-1990**

- The gender distribution has remained the same over the years.
- However, there are variations by age. Older boys remain in care for longer periods of time than their female counterparts.
- Nationally (not yet confirmed in Minnesota), African American male children have entered the system in escalating numbers since 1989 and stay for longer periods of time than any other group.
- Females, 16 and older, who were in foster care, move into independent living arrangements at a greater rate than their male counterparts.
- Males are placed more often than their female counterparts in residential treatment and correctional facilities.
- Asian children with the "unaccompanied minor" status are, chiefly, male.

Table 5. Total in Care at End of Year, by Sex of Child, 1985-1990

	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
FEMALE	2,548 45%	2,504 45%	2,662 45%	2,918 45%	3,139 46%	3,103 45%
MALE	3,149 55%	3,083 55%	3,224 55%	3,587 55%	3,709 54%	3,758 55%
TOTAL	5,697	5,587	5,886	6,505	6,848	6,861



Source: *Substitute and Adoptive Care Report*. Summary for Minority Council Meeting, prepared by Minnesota Department of Human Services, February 7, 1992.

Table 6. Maltreatment: Substantiated Cases of Neglect and Abuse, 1984-1990

- More than 9,000 children suffered substantiated cases of maltreatment.
- There is considerable diversity in the home environments represented by this count of maltreatment cases.
- 45 percent of the cases represent neglect which is a reflection of the incapability of reported families to provide a suitable home for their children, almost always associated with the intractable problems of poverty: the incapacity to provide basic human needs of children. Of these, safe and habitable housing is the most pressing problem.
- Expenditures for emergency assistance money to stabilize living arrangements (relocation after fires, rent deposits, etc.) have had an upsurge throughout the child welfare system in the metropolitan area.
- Children in "neglect" families have a high rate of recycling: entering and reentering out-of-home placement.
- In physical abuse cases, after a rise in 1988 and 1989, the numbers have leveled off; as they have in sexual abuse cases.
- Emotional abuse, a threat of grave injury to the child, requires a disproportionate amount of staff time for assessment and substantiation. The drop in cases in 1990 reflects dwindling staff resources.

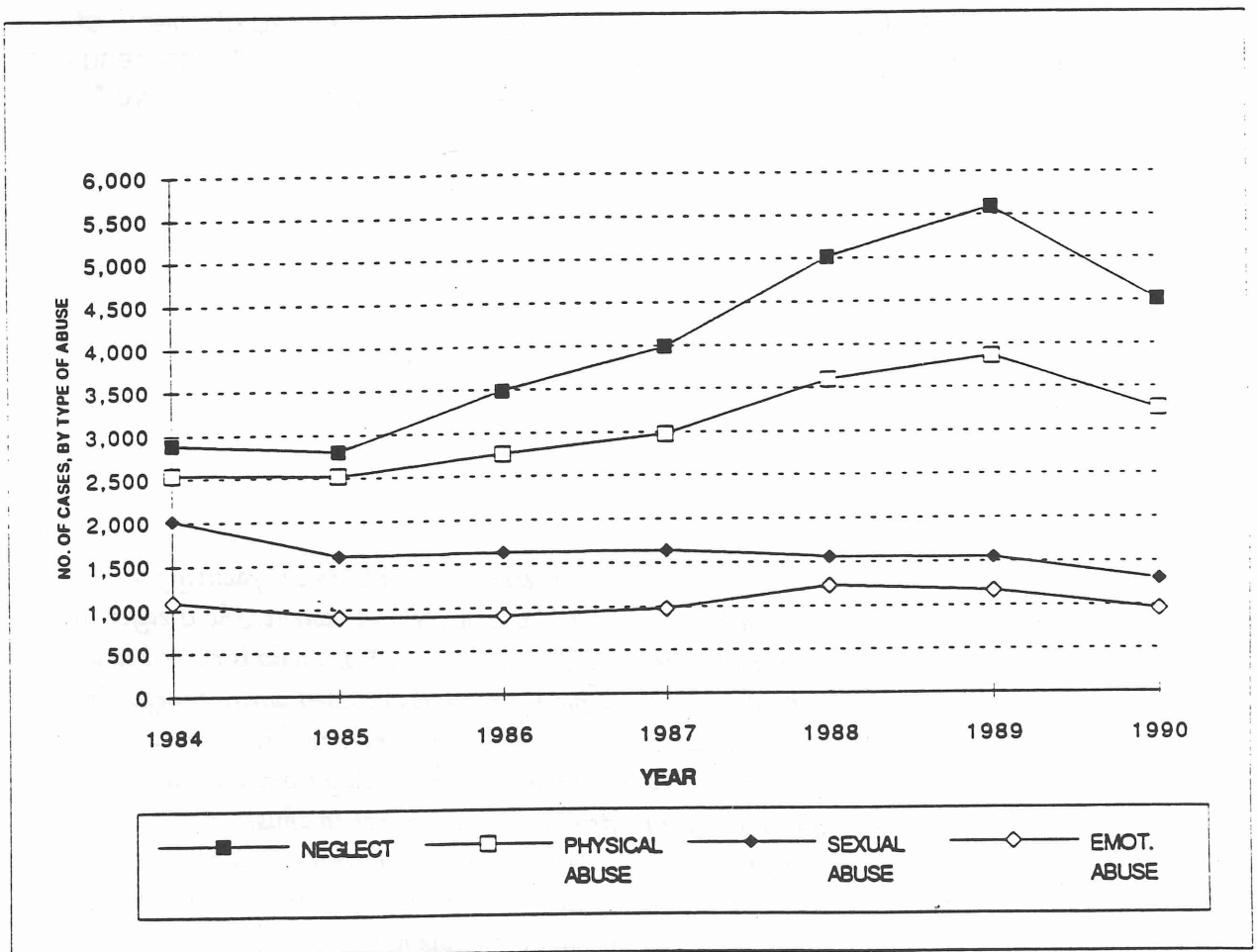
...resisting the offer of services

Firefighters were called when smoke was seen billowing out of a small, frame house in a low-income neighborhood. Unable to rouse anyone, they battered the door down. The T.R.'s, the parents of six children, admitted that they had been leaving the oven door open to heat the house and something caught fire. The father is hearing impaired, and the mother suffers from epilepsy and an undiagnosed neurological condition which makes it impossible for her to do many child-caring and domestic tasks. Mr. T.R. recently lost his job in a neighboring rural community when the plant shut down, and the family then moved to 'the cities.' The house is sparsely furnished with mattresses on the floor. There is no refrigerator. The older children go to various relatives for episodic care, and they are not attending school regularly. The younger children are not thriving. The T.R.'s have refused services, explaining their heritage of 'independence.' A social service worker is attempting to provide some concrete services related to the children's health.

Table 6. Maltreatment: Substantiated Cases of Neglect and Abuse, 1984-1990

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
NEGLECT	2,885	2,804	3,484	3,980	5,014	5,587	4,513
PHYSICAL ABUSE	2,542	2,519	2,762	2,974	3,598	3,862	3,244
SEXUAL ABUSE	2,020	1,601	1,624	1,640	1,556	1,540	1,295
EMOT. ABUSE	1,080	904	901	976	1,228	1,165	954
TOTAL(*)	5,642	5,024	5,287	5,590	6,382	6,567	5,493
NO. OF CHILDREN	7,437	7,028	7,760	8,391	9,879	10,866	9,176

(*) A child may suffer from more than one form of abuse.



Source: *Child Maltreatment in Minnesota. Annual Report, 1984-90*, preliminary data prepared by Minnesota Department of Human Services.

Table 7. Maltreatment: Comparison of Reported and Substantiated Cases of Neglect

Neglect

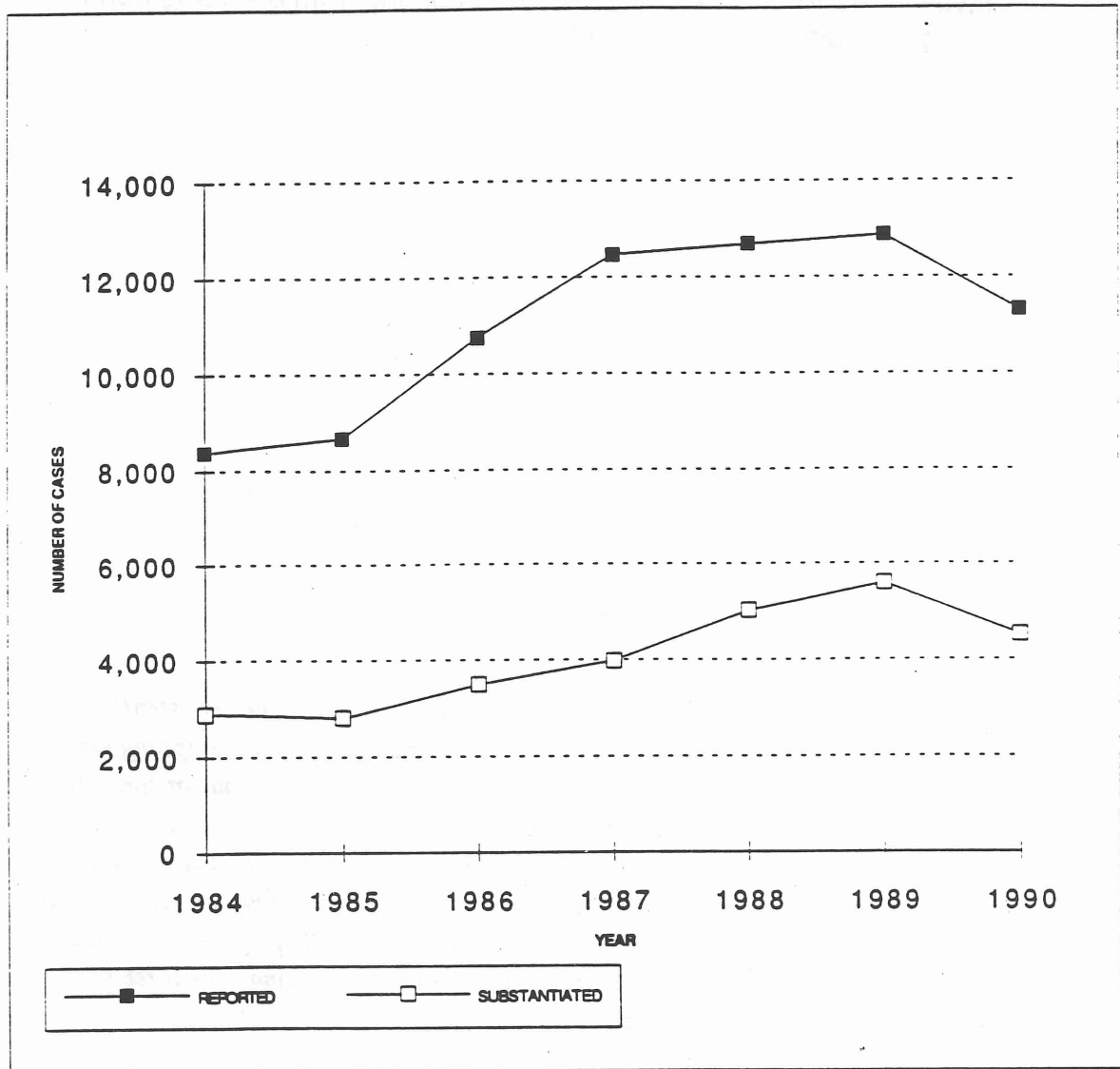
- More than 60 percent of neglect reports, in the last three years, have not been substantiated. While a detailed study of unsubstantiated cases is not available, there is a general understanding that "standards" of assessing neglect are in flux. Acceptable conditions of home environments for children have been tempered by a recognition of cultural diversity.
- With mandatory reporting there is a wide assortment of reporting sources, and the substantial rates of "unsubstantiation" may reflect careful screening of an ever-increasing pool of reports, as well as a rising number of borderline cases.
- Substantiated cases of "neglect," typically, have combined elements of poverty, family turmoil, chemical dependency, and mental illness, resulting in severe deprivation for a child and an assessment of "failure to thrive."

...another chance

E.L., 19, is the mother of two children. She is presently in a treatment facility for cocaine addiction. The father of her second child is abusive and violent. She is eager to be reunited with her children when she completes treatment. E.L., who is described as highly intelligent, has attained a GED and plans to enroll in a community college. She wants her children to know that she loves them; she wants them to feel secure and that she will always be there to take care of them. E.L. ran away from home when she was 12 to escape her mother's abusive boyfriend. 'I will try not to abuse them as I was abused.' She has made very good progress in treatment; sees a social worker on a regular basis and describes this relationship as her mainstay. Reunification has been planned. This will depend on locating safe and affordable housing.

Table 7. Maltreatment: Comparison of Reported and Substantiated Cases of Neglect

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
REPORTED	8,359	8,668	10,743	12,458	12,671	12,859	11,299
SUBSTANTIATED	2,885	2,804	3,484	3,980	5,014	5,587	4,513
% OF TOTAL	35%	32%	32%	32%	40%	43%	40%



Source: *Child Maltreatment in Minnesota*. Annual Report, 1984-90, preliminary data prepared by Minnesota Department of Human Services.

Table 8. Maltreatment: Comparison of Reported and Substantiated Cases of Physical Abuse

Physical Abuse

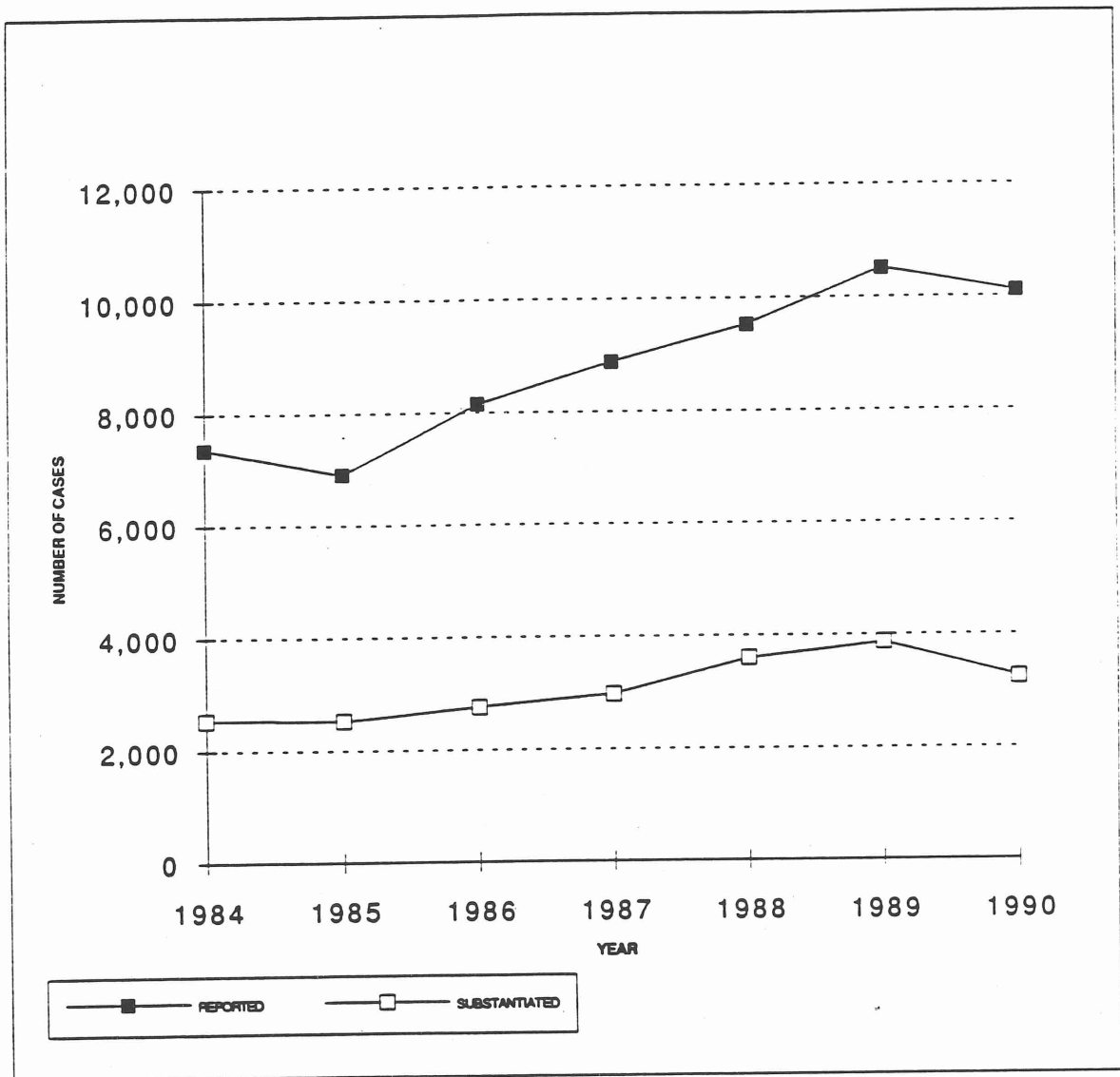
- There is no clear interpretation of the low percent of substantiated physical abuse cases in 1990 (32 percent). Of 10,100 reports of child maltreatment due to physical abuse, 6,856 remained unsubstantiated. While there are few "frivolous" reports, a certain portion are coming from divorcing parents engaged in bitter custody disputes.

...the abusive parent

P.L., a large and formidable figure, was reported by a neighbor to be persistently beating Billy, his three-year-old son with a belt and, on several occasions, 'slapping him around.' P.L.'s wife, the mother of the child, states that the child is 'out of control,' and the father has to whip him as a disciplinary measure. P.L. is under a lot of stress because of an anticipated layoff at his job. The father's behavior is erratic and harsh, with barely controlled rage. His health plan does not cover mental health services, and the family's income eliminates eligibility for a range of available programs. A social worker is helping the parents learn alternative ways of 'disciplining' this three-year old, but is concerned with Billy's safety.

Table 8. Maltreatment: Comparison of Reported and Substantiated Cases of Physical Abuse

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
REPORTED	7,375	6,905	8,141	8,878	9,519	10,507	10,100
SUBSTANTIATED	2,542	2,519	2,762	2,974	3,598	3,862	3,244
% OF TOTAL	34%	36%	34%	33%	38%	37%	32%



Source: *Child Maltreatment in Minnesota*. Annual Report, 1984-90, preliminary data prepared by Minnesota Department of Human Services.

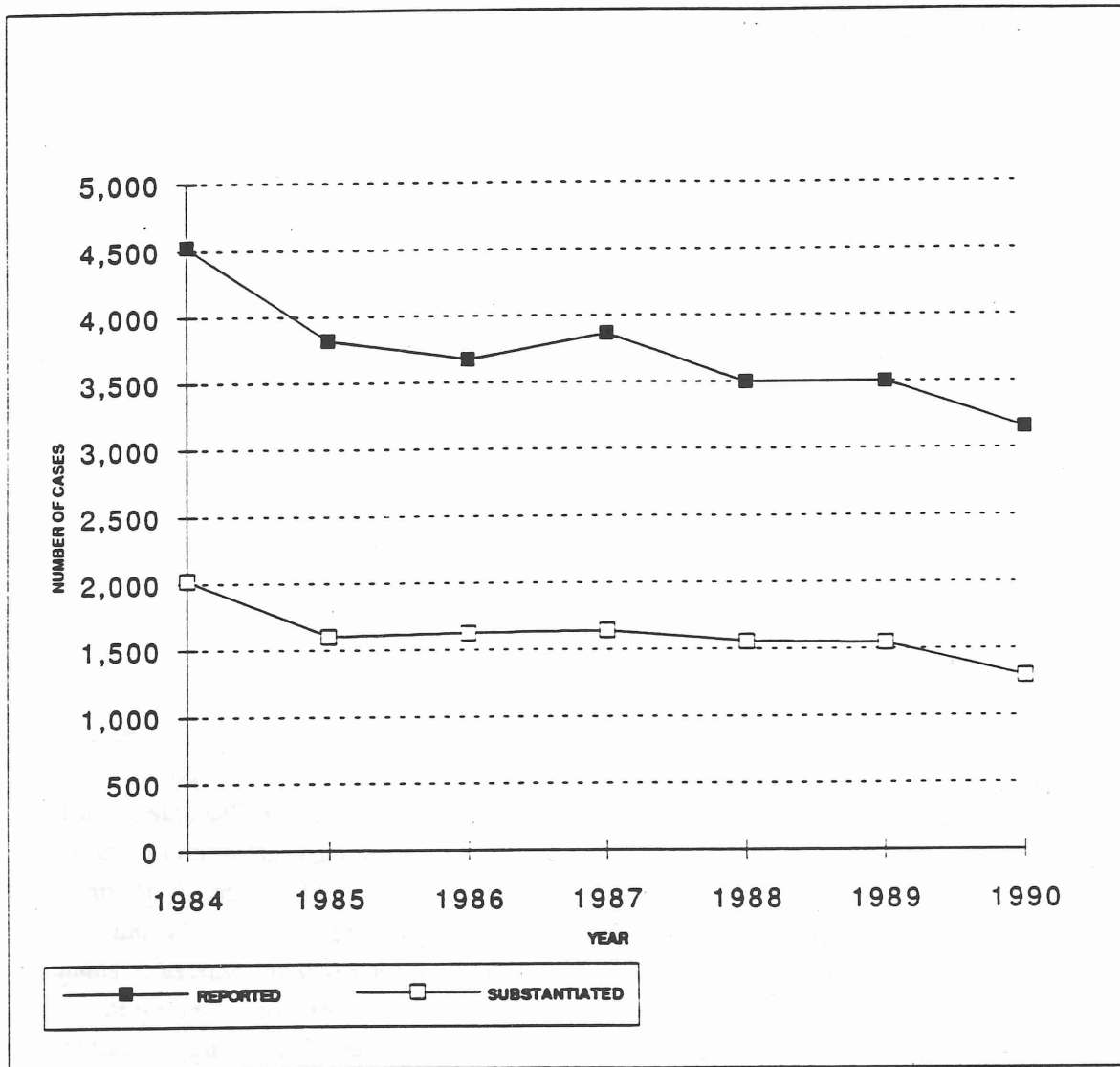
Table 9. Maltreatment: Comparison of Reported and Substantiated Cases of Sexual Abuse

Sexual Abuse

- The substantiated reports appear to have leveled off, with the lowest number recorded in 1990, in a seven-year period.

Table 9. Maltreatment: Comparison of Reported and Substantiated Cases of Sexual Abuse

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
REPORTED	4,524	3,816	3,671	3,864	3,496	3,501	3,151
SUBSTANTIATED	2,020	1,601	1,624	1,640	1,556	1,540	1,295
% OF TOTAL	45%	42%	44%	42%	45%	44%	41%



Source: *Child Maltreatment in Minnesota*. Annual Report, 1984-90, preliminary data prepared by Minnesota Department of Human Services.

Table 10. Maltreatment: Comparison of Reported and Substantiated Cases of Emotional Abuse

Emotional Abuse

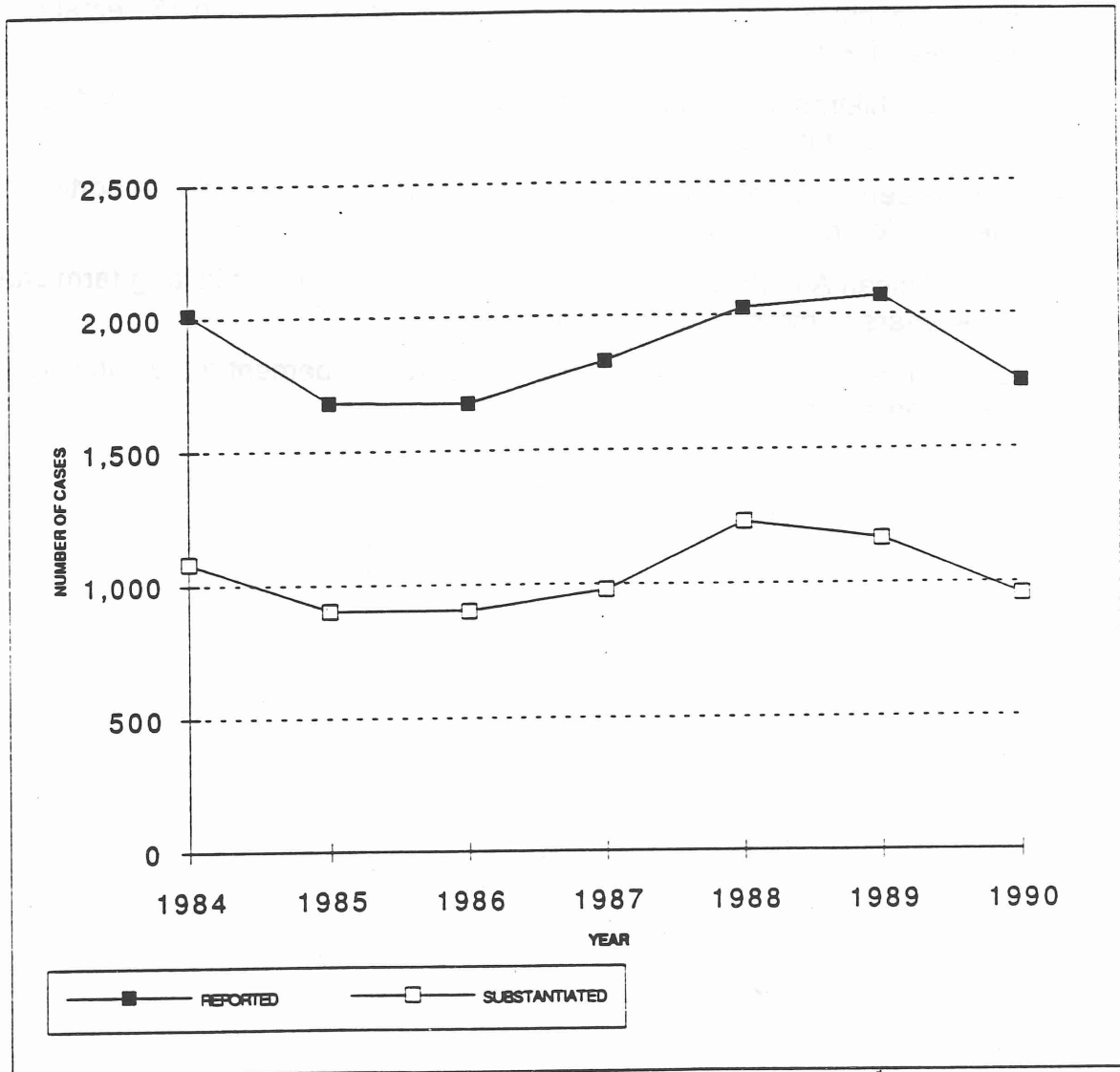
- No clear explanation is available for the drop in reports in 1990.
- More than half of the reports in 1990 are substantiated, but this category represents less than 10 percent of the total number of children in substantiated cases.

...desperate children

This family of five children and a single parent live in bleak poverty: basic human needs of food and clothing are not always available. School authorities reported that the children are victims of emotional abuse from an unstable mother. The oldest child, 15, left home and cannot be located. The 13-year-old boy was assaultive and disruptive in class. The 12-year-old girl was deeply depressed and had long periods of crying inconsolably. The two younger children have exhibited suicidal behavior. The older children have been removed to a foster home, and the mother is court-ordered to engage in a treatment plan. She is fiercely combative, assaultive, threatening, denying the need for help, and insisting that the older children be returned. The family is isolated, except for the occasional assistance of a maternal uncle. Intensive home-based services to try to hold the family together have been initiated.

Table 10. Maltreatment: Comparison of Reported and Substantiated Cases of Emotional Abuse

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
REPORTED	2,015	1,681	1,676	1,830	2,025	2,069	1,748
SUBSTANTIATED	1,080	904	901	976	1,228	1,165	954
% OF TOTAL	54%	54%	54%	53%	61%	56%	55%



Source: *Child Maltreatment in Minnesota. Annual Report, 1984-90*, preliminary data prepared by Minnesota Department of Human Services.

**Table 11. Length of Time in Care, by Total Population
and Race, 1986-1990**

- 68 percent of children are in care for one year or less.
- 83 percent of children have left out-of-home care at the end of two years.
- These percentages are well above the nation-wide figures, which report 40 percent of children returned home after one year or less and 76 percent returned after two years.
- Data on children re-entering out-of-home care, reflecting failed reunification, are not available at this time.
- Ten percent of children remain in care for three years or more. A portion of these children are in stable and continuous arrangements.
- Of all African American children in care, 8 percent remain in long-term care three years or more, a declining number since 1989.
- Of all American Indian children in care, almost 13 percent remain in care for three years or more.

Table 11. Length of Time in Care

Total Population, 1986-1990

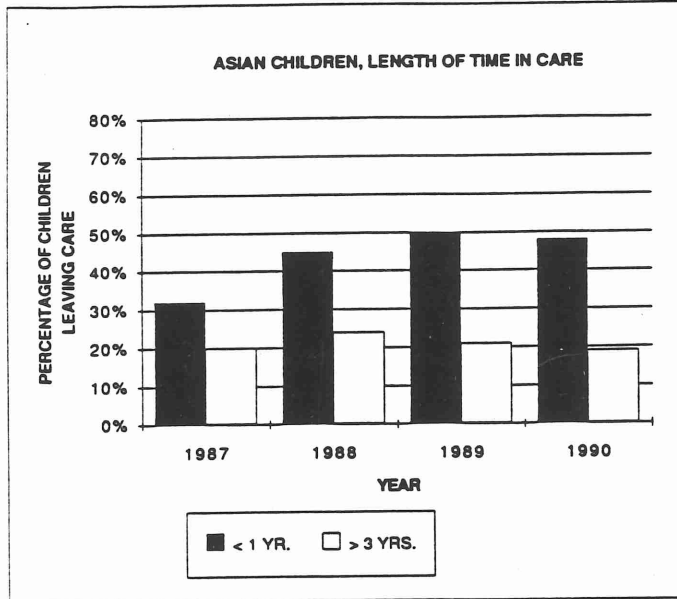
	<u>1986</u>	<u>%</u>	<u>1987</u>	<u>%</u>	<u>1988</u>	<u>%</u>	<u>1989</u>	<u>%</u>	<u>1990</u>	<u>%</u>
LESS THAN 1 MONTH	625	5%	2,512	20%	2,610	18%	3,897	26%	4,115	27%
1MO. < 6 MOS.	1,528	13%	3,465	28%	3,867	27%	4,136	28%	4,037	26%
6 MOS. < 12 MOS.	1,108	9%	2,087	17%	2,086	15%	2,212	15%	2,287	15%
12 MOS. < 18 MOS.	647	6%	1,082	9%	1,142	8%	1,305	9%	1,354	9%
18 MOS. < 24 MOS.	487	4%	676	5%	695	5%	757	5%	848	6%
24 MOS. < 30 MOS.	328	3%	467	4%	471	3%	516	3%	567	4%
30 MOS. < 36 MOS.	305	3%	359	3%	352	2%	416	3%	454	3%
3 YRS. < 5 YRS.	695	6%	831	7%	843	6%	785	5%	840	5%
5 YRS.+	861	7%	950	8%	923	7%	935	6%	822	5%
UNKNOWN	5,095	44%	160	1%	1,169	8%	44	0%	1	0%
TOTAL	11,679		12,589		14,158		15,003		15,325	

Table 11. Length of Time in Care, continued

By Race, 1986-1990

ASIAN

	<u>1987</u>	<u>%</u>	<u>1988</u>	<u>%</u>	<u>1989</u>	<u>%</u>	<u>1990</u>	<u>%</u>
LESS THAN 1 YR.	131	32%	180	45%	206	50%	177	48%
GREATER THAN 3 YRS.	82	20%	95	24%	85	21%	70	19%
TOTAL IN CARE	413		398		408		365	



HISPANIC

	<u>1987</u>	<u>%</u>	<u>1988</u>	<u>%</u>	<u>1989</u>	<u>%</u>	<u>1990</u>	<u>%</u>
LESS THAN 1 YR.	97	55%	134	62%	202	67%	200	65%
GREATER THAN 3 YRS.	22	13%	29	13%	36	12%	37	12%
TOTAL IN CARE	176		216		300		308	

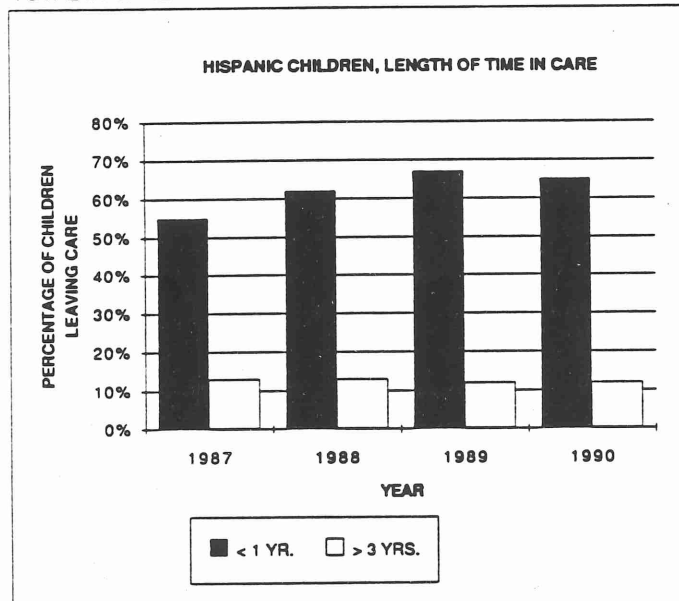
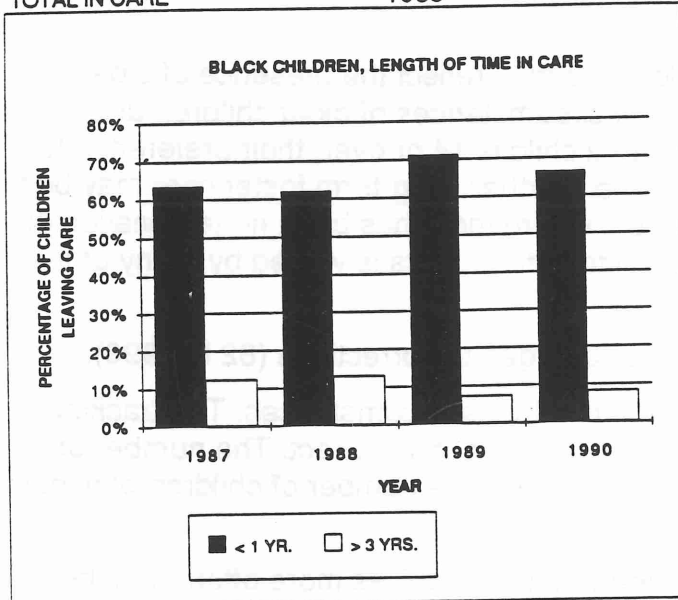


Table 11. Length of Time in Care, continued

By Race, 1986-1990

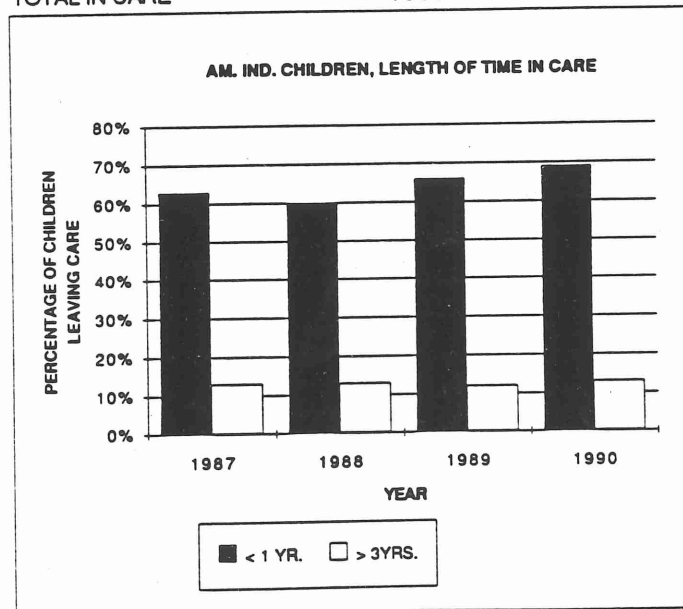
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	<u>1987</u>	<u>%</u>	<u>1988</u>	<u>%</u>	<u>1989</u>	<u>%</u>	<u>1990</u>	<u>%</u>
LESS THAN 1 YR.	690	64%	815	62%	1659	71%	1637	66%
GREATER THAN 3 YRS.	134	12%	171	13%	168	7%	205	8%
TOTAL IN CARE	1085		1313		2332		2464	



AMER. IND.

	<u>1987</u>	<u>%</u>	<u>1988</u>	<u>%</u>	<u>1989</u>	<u>%</u>	<u>1990</u>	<u>%</u>
LESS THAN 1 YR.	876	63%	791	60%	1119	66%	1257	69%
GREATER THAN 3 YRS.	175	13%	171	13%	201	12%	233	13%
TOTAL IN CARE	1389		1324		1702		1828	



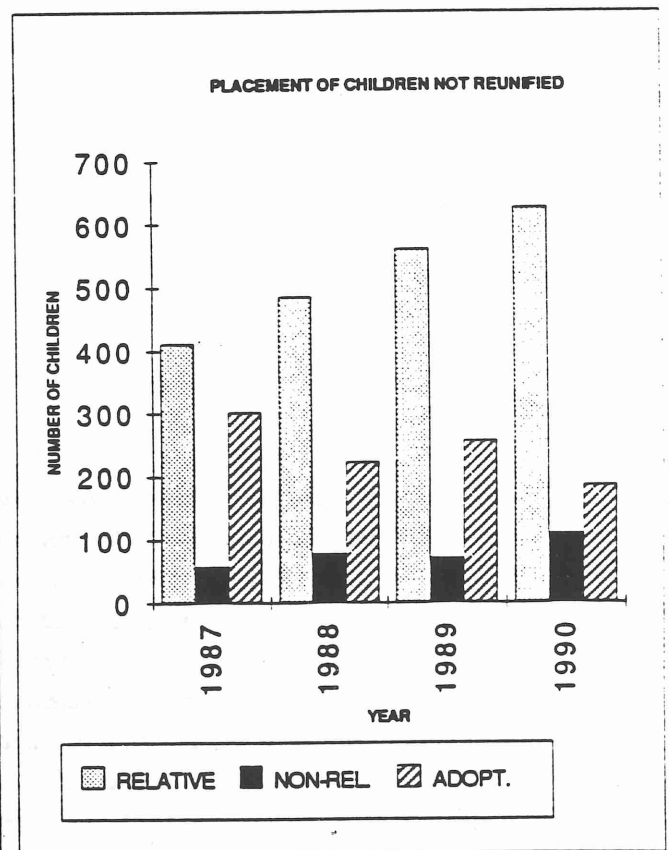
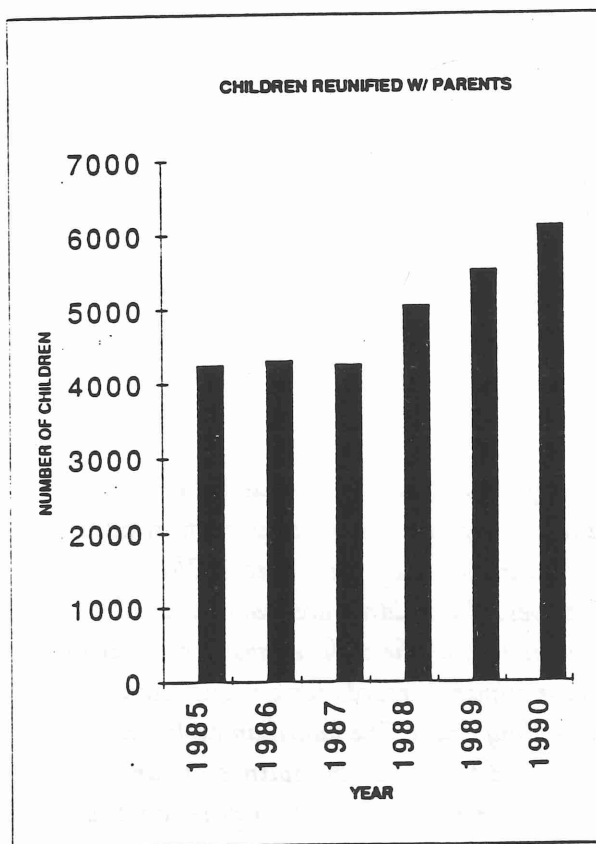
Source: *Substitute and Adoptive Care Report*. Summary for Minority Council Meeting, prepared by Minnesota Department of Human Services, February 7, 1992.

Table 12. Children Leaving Care, by Outcome, 1985-1990

- The steady rise of children reunified with parents is a reflection of intensive efforts to follow the principles of the federal law for permanency planning (P.L. 96-272) and Minnesota's law, the Family Preservation Act (M.S. 256F).
- Relative placement is a recent development. Sustained attention has been given to this option.
- The slight drop in finalized adoptions may reflect the presence of older children in out-of-home care. The circumstances of older children and the adoption option are varied. When a child is 14 or over, their preference for long-term placement is considered. Further, long-term foster care may be the preferred option for older children, where there has been no termination of parental rights. Some connection to birth parents is valued by many of these adolescents.
- A small number of children are discharged to corrections (82 in 1990).
- 12 percent of children leave care in dubious circumstances. The tracking system for children placed in other counties is imperfect. The number of "runaways" has leveled off. A disproportionate number of children of minority heritage are in this category.
- White adolescents were reunified with birth families more often than their counterparts with minority heritage. Reunification rates for American Indian children with birth parents were particularly low.
- Adolescents are less likely than any other age group to be placed with relatives.

Table 12. Children Leaving Care, by Outcome, 1985-1990

	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>%</u>	<u>1988</u>	<u>%</u>	<u>1989</u>	<u>%</u>	<u>1990</u>	<u>%</u>
REUNIFIED	4,251	4,311	4,259	64%	5,054	66%	5,528	68%	6,124	72%
PLACED/RELAT.			411	6%	484	6%	560	7%	626	7%
PLACED/NON-REL.			58	1%	78	1%	71	1%	110	1%
FINALIZED ADOPT.	217	222	301	5%	222	3%	255	3%	185	2%
EMANCIPATED	441	442	521	8%	512	7%	325	4%	306	4%
RAN AWAY	341	294	272	4%	293	4%	282	3%	269	3%
DISCH. TO AGENC.	11	11	15	0%	75	1%	84	1%	82	1%
OTHER	394	592	397	6%	778	10%	882	11%	653	8%
UNKNOWN	473	191	451	7%	145	2%	141	2%	102	1%
TOTAL	6,128	6,063	6,685		7,641		8,128		8,457	



Source: *Substitute and Adoptive Care Report*. Summary for Minority Council Meeting, prepared by Minnesota Department of Human Services, February 7, 1992.

Table 13. Termination of Parental Rights

- The termination rates remain low and appear to have little relationship to the size of maltreatment reports.
- To some extent, the low rates are a reflection of an overburdened court system. The rise in Hennepin County, from 0 in 1982 to 291 in 1984, is attributed to a county attorney being assigned to concentrate on termination proceedings.
- The low rates may also reflect the increasing concerns of members of communities of color who view termination procedures with reservations and ambivalence.

...relative placement

M.G. is a 23-year-old mother of three children, ages 6, 3, and 2. She has been in several treatment programs, but has been unable to refrain from crack use and remains a user. The two older children have been in a relative's home for two years. This household has a large number of extended relatives. The children are "bonded" to their caretakers in this large and chaotic family. The mother of the children visits frequently. The four sons of the head of this household have criminal records for various felonies, including domestic abuse, armed robbery, and selling drugs. The guardian ad litem is concerned with the level of violence that the six and three-year-old witness on an almost daily level. A recommendation to the court to terminate parental rights to release these children for adoption is being considered.

Table 13. Termination of Parental Rights*

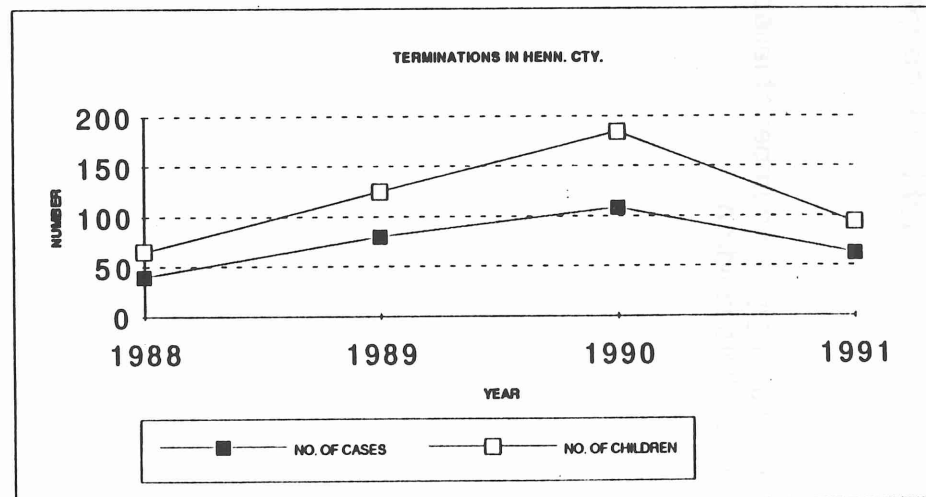
JUDICIAL PROCEEDINGS, BY DISTRICT

	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>
1ST	71	60	59	45	58	68	40	63	50	61
2ND (RAMSEY)	86	111	75	80	63	73	87	75	108	96
3RD	93	83	85	84	79	84	82	101	99	87
4TH (HENN.)**	0	24	291	316	312	305	256	267	320	190
5TH	64	72	42	39	42	38	41	48	49	54
6TH	52	25	33	41	45	30	29	36	29	20
7TH	93	95	90	84	75	96	62	62	71	54
8TH	41	37	27	25	35	48	24	23	24	18
9TH	47	32	78	42	45	46	39	44	43	32
10TH	99	76	72	68	64	36	89	65	91	64
TOTAL	646	615	852	824	818	824	749	784	884	676

**1982-3 data incomplete

TERMINATIONS IN HENNEPIN COUNTY

	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>
NO. OF CASES	40	80	109	63
NO. OF CHILDREN	65	125	185	94



* The tracking system in the judicial system has not been fully developed to follow the often complex course of termination of parental rights. The judicial district cited above may contain data on cases still in process and not yet completed.

Source: Memorandum, "1988-91 Percentages." Hennepin County Attorney's Office, March 5, 1992.

Table 14. Adoption Disruptions

- The strikingly low number of failed adoptions asserts the stability that adoptions offers children.

Table 14. Adoption Disruptions

	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
BLACK	0	0	3	0	0	1
AMER. IND.	0	1	1	0	0	0
ASIAN			0	0	0	0
HISPANIC			0	0	0	0
WHITE	5	4	13	16	8	7
TOTAL	5	5	17	16	8	8

* Number of "failed adoptions."

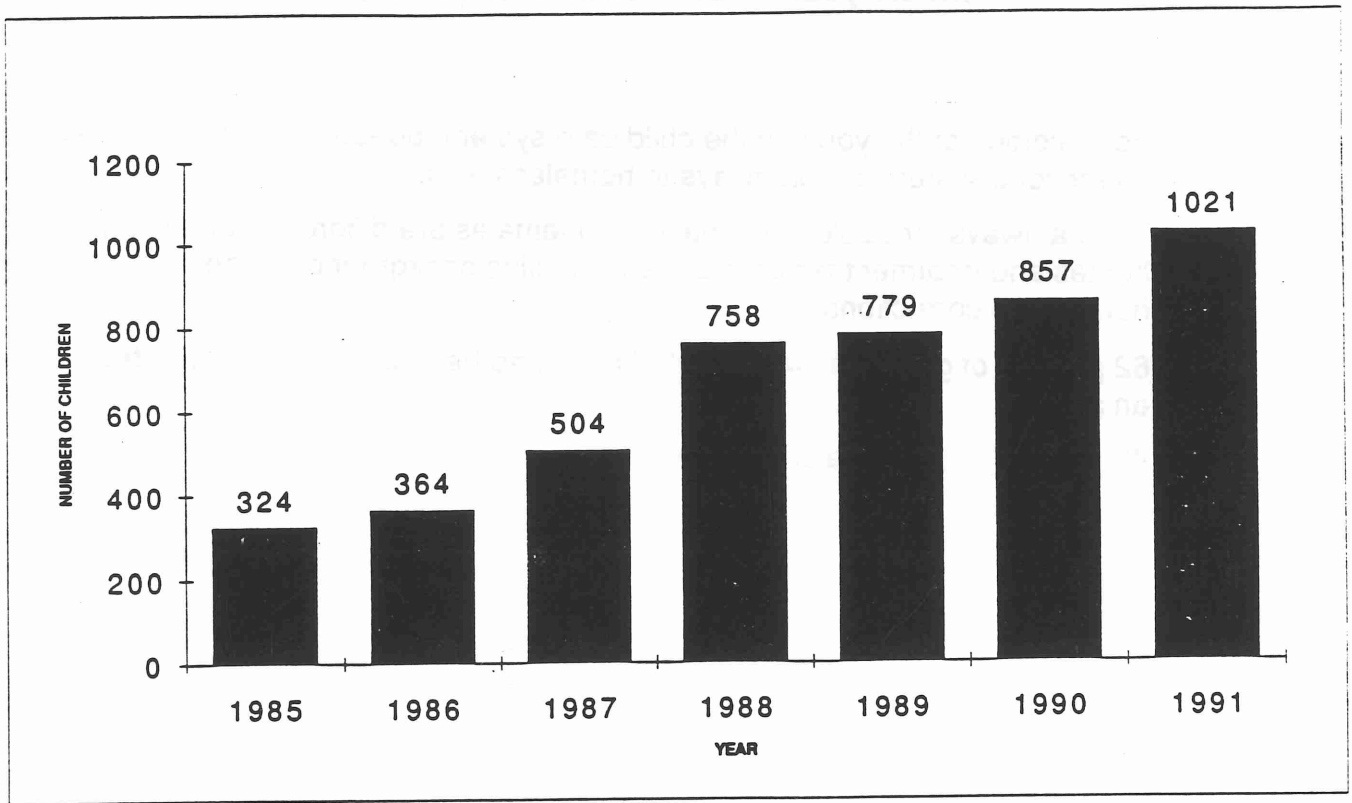
Source: *Substitute and Adoptive Care Report*. Summary for Minority Council Meeting, prepared by Minnesota Department of Human Services, February 7, 1992.

Table 15. Homeless Children

- Homeless youth are those who currently have no parental, substitute, foster, or institutional home to which they can safely go.*
- This data should be treated with caution. The sample size and the lack of a random design limits our capacity to offer conclusive observations. However, the data are suggestive.
- The number of children without stable shelter is steadily increasing.
- Not counted are the children who double-up with family, kin, and friends on a temporary basis, sometimes from night to night.
- 41 percent of youth surveyed were persons of color.
- 63 percent of youths experienced multiple episodes of homelessness.
- Half of those surveyed had been homeless for more than forty-five days.

* *Definition used for Homelessness in Minnesota: A Summary of Key Findings from a Statewide Survey Conducted on October 24, 1991, Wilder Foundation Report, prepared by Greg Owen, Ph.D., et al., February 24, 1992.*

Table 15. Homeless Children



1) SURVEY DATA OF COUNTS CONDUCTED QUARTERLY ON AUGUST 29, 1985 THROUGH AUGUST 29, 1991.

2) SURVEY OF MINNESOTA'S TEMPORARY SHELTER FACILITIES CONDUCTED BY THE MINNESOTA DEPT. OF JOBS AND TRAINING.

THE SURVEY DATA IS A COUNT OF INDIVIDUALS IN FOUR TYPES OF FACILITIES: 1) BATTERED WOMEN'S FACILITIES, 2) OVERNIGHT SHELTERS, 3) RUNAWAY/THROWAWAY YOUTH SHELTERS, AND 4) TRANSITIONAL HOUSING FACILITIES.

THE SURVEY DOES NOT COUNT THE NUMBER OF CHILDREN SLEEPING IN STREETS, CARS, ETC.

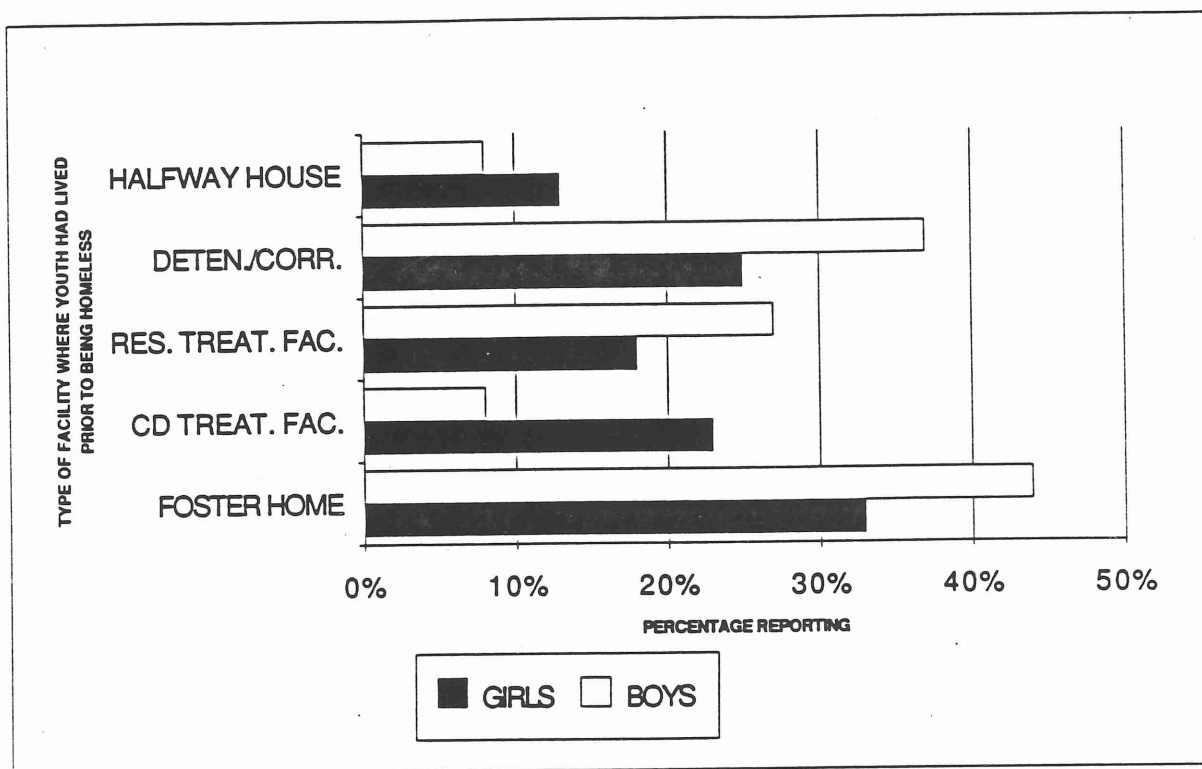
Source: *Quarterly Shelter Survey*. Minnesota Department of Jobs and Training, December 1991.

**Table 16. Homeless Children and Placement History
(where youths had lived prior to survey)**

- For a portion of the youth in the child care system, out-of-home care and the corrections system are pathways to homelessness.
- The pathways for adolescent males and females are different: for girls, group homes and treatment facilities are a distinctive background; for boys, foster homes and corrections.
- 62 percent of girls and 34 percent of boys had been physically mistreated by an adult.
- 43 percent of the females had been pregnant.

**Table 16. Homeless Children and Placement History*
(where youths had lived prior to survey)**

	<u>GIRLS</u>	<u>BOYS</u>	<u>TOTAL</u>
FOSTER HOME	33%	44%	38%
CD TREAT. FAC.	23%	8%	15%
RES. TREAT. FAC.	18%	27%	22%
DETEN./CORR.	25%	37%	31%
HALFWAY HOUSE	13%	8%	10%



* From interviews conducted on October 24, 1991 with eighty-one homeless youth in Minnesota, including forty-nine youths from the Twin Cities area, and thirty-two youths from Greater Minnesota.

Source: *Homelessness in Minnesota: A Summary of Key Findings from a Statewide Survey Conducted on October 24, 1991*. Prepared by Greg Owen, Ph.D., Wilder Research Center, February 24, 1992.

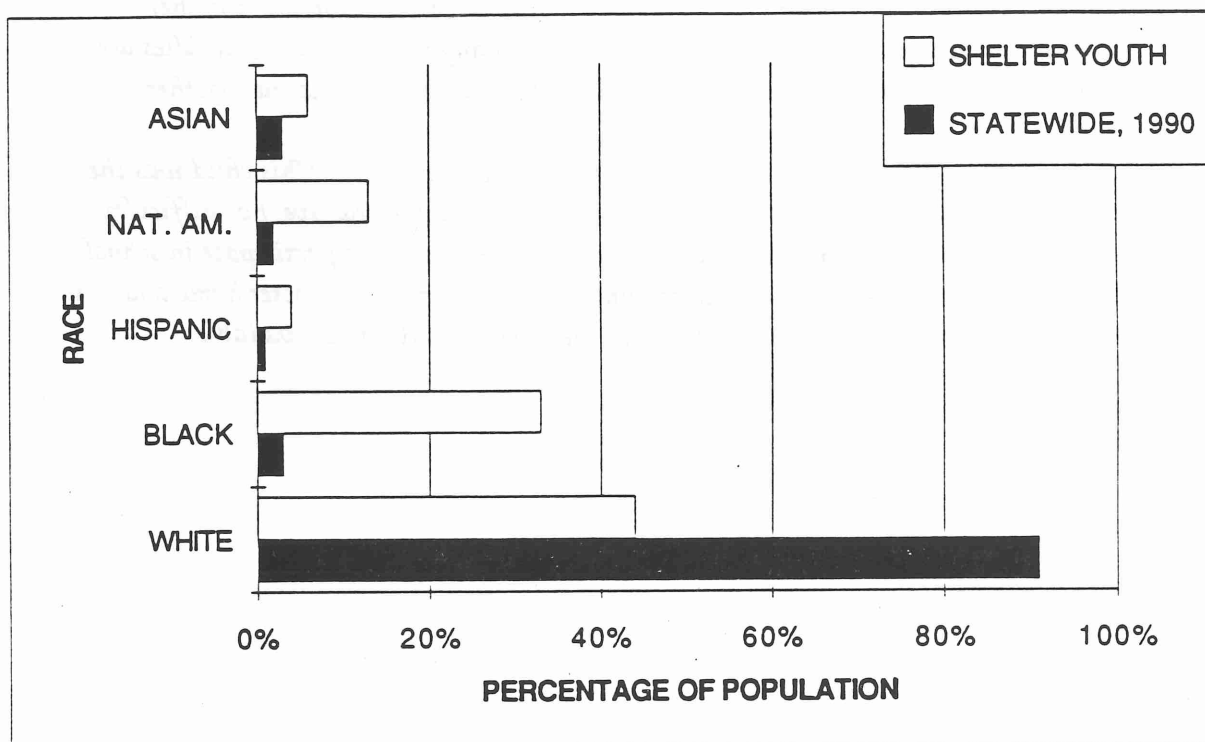
Table 17. Homeless Children: Racial Background, 1990

- Clearly, a disproportionate number of African American youth are homeless.
- American Indian youth are also disproportionately represented in children without stable shelter.

Table 17. Homeless Children: Racial Background, 1990

**COMPARISON OF RACIAL AND ETHNIC BACKGROUND OF:
1) TWIN CITIES' YOUTH SHELTER POPULATION AND
2) STATEWIDE CHARACTERISTICS OF MINNESOTA YOUTH**

	RACIAL BACKGROUND YOUTH AGES 11-18 STATEWIDE, 1990	RACIAL BACKGROUND AGES 11-18 SHELTER YOUTH
WHITE	91%	44%
BLACK	3%	33%
HISPANIC	1%	4%
NAT. AM.	2%	13%
ASIAN	3%	6%



Source: *Homelessness in Minnesota: A Summary of Key Findings from a Statewide Survey Conducted on October 24, 1991*. Prepared by Greg Owen, Ph.D., Wilder Research Center, February 24, 1992.

**Table 18. Adoption of Children Whose Parents' Rights
Have Been Terminated Previously**

*...children in long-term care awaiting adoption **

T is seven years old. He is a multi-handicapped child with severe brain damage, total blindness, and cerebral palsy. He cannot walk, crawl, sit, or stand without assistance. Despite his many handicaps, T is a happy child who smiles and laughs when given attention. He is aware of his surroundings and is beginning to turn his head toward sounds. He is also attempting to roll over. T needs a family who can help him reach his full potential, despite his many handicaps. The family should have a good understanding of the difficulties of parenting a handicapped child and have the time to meet T's therapy needs. Subsidy available.

D, R, and F are siblings nine, eight, and five years old. Each child suffered neglect resulting in developmental delays. They are in a specialized foster home, together, receiving 'special needs' services. They have been thriving in foster care. Subsidies are available to adoptive parents. Preferably, these children are to be placed together.

M is 14 years old and has been in a foster home for over five years. This child was the victim of chronic neglect from a mentally ill mother. He is hyperactive, has difficulty with peers, and requires special education services. He is eager to participate in school activities and has excellent grades in reading. He is thriving in his foster home and has made good progress in controlling disruptive behavior. A subsidy is available.

* Excerpts from a report prepared by the Minnesota Department of Human Services, "Minnesota's Waiting Children," January, 1989, July 1990, March 1992.

**Table 18. Adoption of Children Whose Parents' Rights
Have Been Terminated Previously**

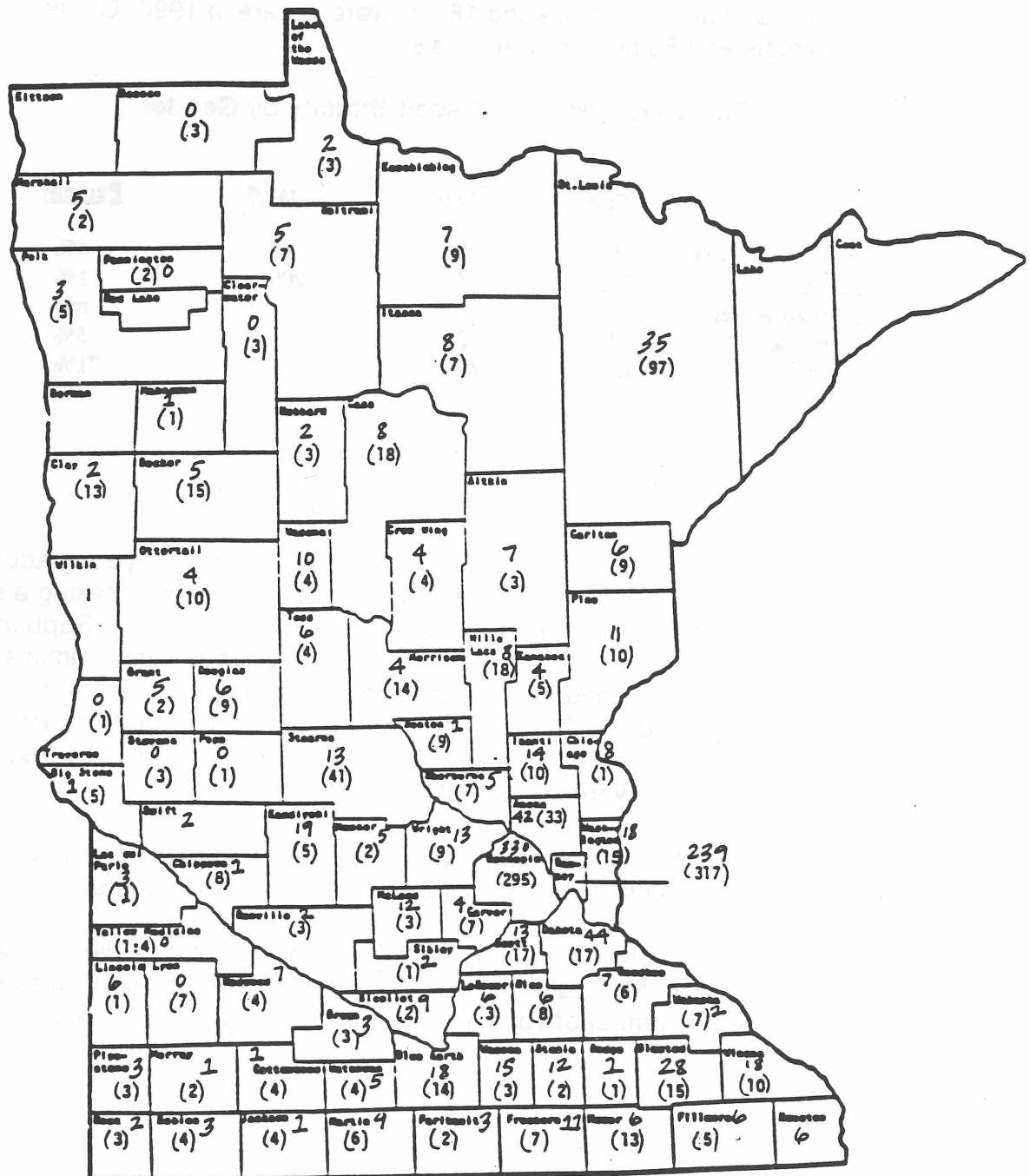
	<u>1987</u>	<u>%</u>	<u>1988</u>	<u>%</u>	<u>1989</u>	<u>%</u>	<u>1990</u>	<u>%</u>
BLACK	20	13%	23	14%	39	25%	29	21%
AMER. IND.	4	3%	10	6%	6	4%	10	7%
ASIAN	2	1%	2	1%	1	1%	3	2%
HISPANIC	2	1%	1	1%	8	5%	1	1%
WHITE	121	81%	128	78%	100	65%	95	69%
TOTAL	149		164		154		138	

Source: *Substitute and Adoptive Care Report*. "Summary of Minority Council Meeting," prepared by Minnesota Department of Human Services, February 7, 1992.

**Figure 1: Statewide Distribution of Children Under
State Guardianship, 1980 and 1989, An Unduplicated
Count for the Calendar Year**

- As of March 1, 1992, over fifteen hundred children (1,518) were wards of the state: the courts had terminated rights of their birth parents, and these children now become, literally, children of the state.
- More than 200 children were adopted in calendar year 1991. At any one time, almost 300 children are placed in an adoptive home; there is an active recruitment effort for 350 children.
- There is a recent emphasis on seeking relatives and foster parents as adoptive parents.
- Most children who are wards are adopted with a subsidy, chiefly, for medical assistance.
- Number of children under state guardianship, by urban counties, as of January 31, 1992:
 - Hennepin - 413
 - Ramsey - 278
 - St. Louis - 30.
- Number of children under state guardianship, by race, as of March 1992:
 - Caucasian - 659
 - African American - 266
 - American Indian - 86
 - Hispanic - 52
 - Other - 455

Figure 1: Statewide Distribution of Children Under State Guardianship, 1980 and 1989, An Unduplicated Count for the Calendar Year



Note: numbers in parentheses, April 1980, one-day count.

Source: Minnesota Department of Human Services, correspondence, Robert B. DeNardo, Adoption and Guardianship Section Supervisor, March 18, 1992.

Children of the State: Youth in Long-Term Care*

A total of 1,903 adolescents, aged 16-21, were in care in 1990. Of these, 44 percent were female and 56 percent were male.

Table 19. Statewide Race/Ethnicity by Gender

<u>Race</u>	<u>Male</u>	<u>Female</u>	<u>Total #</u>	<u>Percent</u>
American Indian	52	33	85	4%
Asian	151	58	209	11%
African American	67	53	120	6%
Hispanic	24	26	50	3%
White	720	621	1,341	71%
Unknown			18	4%

Minnesota receives an allocation of funds under Title IV-E for young adults, ages 16-21, who are "aging" in substitute care and at significant risk in not making a successful transition to independent living as young adults. The SELF program (Support for Emancipation and Living Functionally) embraces a variety of programs administered at the county level, including a range of activities from supporting educational and vocational goals to learning budget skills for purchase of household goods. Project expenditures from October 1, 1990 to September 30, 1992 were \$815,761, excluding in-kind support. 1,047 youth were served with SELF funds.

The disproportionate size of Asian youth in substitute care is attributed to their numbers in the refugee population identified as "unaccompanied minors."

Statewide data discloses that 29 percent of youth in substitute care are adolescents of color. However, in Minnesota's urban counties (Hennepin and Ramsey) there is a concentration in the number of youth of color in long-term care, with various disabling conditions.

* From "Adolescent Living Skills, Final Report: FFY 1991" prepared by the Minnesota Department of Human Services, Family and Children's Division, 444 Lafayette Road, St. Paul, MN 55155-3832, January 1, 1992.

Table 20. Broad Race/Ethnicity in Urban Counties

<u>County</u>	<u>White</u>	<u>Children of Color</u>	<u>Unknown</u>
Hennepin	147 (49.5%)	147 (49.5%)	3 (1%)
Ramsey	186 (54.0%)	153 (45.0%)	4 (1%)
Total	333	300	7

Table 21. Disabling Condition

<u>Disabling Condition</u>	<u>Single Condition</u>	<u>Selected In Combination</u>	<u>Percent</u>
Emotional/Behavioral	532	198	53%
Chemical Dependency	127	74	15%
Developmental	79	88	12%
Specific Learning	52	96	11%
Multiple	51	40	7%
Hearing/Speech/Sight	5	30	2%
Total	846	526	100%

Reason for Placement

- Behavior problems (24 percent)
- Parent(s) unable to care for youth (17 percent)
- Delinquency (14 percent)
- Parent(s) unwilling to care for youth (10 percent)
- Neglect (8 percent)
- Sexual abuse (8 percent)
- A combination of the above (19 percent)

Teen Parents

A total of seventy-two adolescents were reported as parenting one child each, another fourteen had two children each, and two had three children each.

Table 22. Current Living Arrangement by Race

<u>CLA by Race</u>	<u>% White Youth</u>	<u>% Youth of Color</u>
Foster Care	46.0% (609)	* 63% (343)
Group Home	17% (224)	11% (61)
Residential Treatment	14% (178)	9% (52)
Birth Family	6.5% (85)	3% (15)
Emergency Shelter	3% (33)	4% (20)
Independent Living	2% (31)	1% (7)
Correctional Facility	6.5% (85)	4% (21)
Relative	2% (30)	2% (12)
Other	3% (41)	3% (18)
Total	100% (1,316)	100% (548)

Table 23. Educational Involvement

<u>School</u>	<u># of Youth</u>	<u>Current Grade Level</u>	<u># of Youth</u>
Not in School/Dropout	80	Grade 9	1
Graduated High School	57	Grade 10	498
Completed G.E.D.	20	Grade 11	567
Working on G.E.D.	29	Grade 12	407
Special Education	354	Ungraded	137
Alternative Education	262	Not Applicable	117
Regular High School	<u>1,061</u>	College	31
Total	1,863	Technical Program	<u>29</u>
			1,787

Termination of Parental Rights

Parental rights were terminated for a total of 180 adolescents. A total of 81 percent (1,542) in the FFY 1991 sample had a family of origin where the parental rights of at least one parent remained intact.

Observations

- Adolescents and young adults in long-term care represent a "special needs" population.
- The cost of care is substantially higher for these children, a portion of whom are placed with foster parents recruited with special efforts by nonprofit agencies under contract with counties.
- Of children in care for more than eighteen months, 20 percent are mentally retarded. Generally, there are no plans to reunify these children with birth parents. Eighty-seven percent were voluntary placements.

Organizational Chart Minnesota Department of Human Services Family and Children's Services

